POTENTIALS FOR PEACE:
MID-TERM EVALUATION OF OTI'S PROGRAM IN MACEDONIA

Final Report

BEPS

Basic Education and Policy Support (BEPS) Activity

CREATIVE ASSOCIATES INTERNATIONAL

In collaboration with

CARE, THE GEORGE WASHINGTON UNIVERSITY, AND GROUNDWORK

Potentials for Peace:

A Mid-term Evaluation of OTI's Program in Macedonia

FINAL REPORT

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I.   INTRODUCTION

In the fall of 2002, USAID's Office of Transition Initiatives (OTI) approached Creative Associates International, Inc. (CAII) regarding the mid-term evaluation of their Confidence Building Initiative program in Macedonia. Using the Basic Education and Policy Support (BEPS) IQC, CAII fielded a team of four technical experts to conduct the evaluation in December 2002.[1] This paper contains the results of the mid-term evaluation.

This first chapter provides a context under which the evaluation was conducted. It includes an overview of the conflict in Macedonia and a brief description of OTI's Confidence Building Initiative.   Chapter II describes the methodology that was used in conducting the mid-term evaluation. Chapter III presents the major findings and related recommendations that resulted from the evaluation. Final conclusions and implications for future action are included in Chapter IV.

Conflict in Macedonia

The Macedonian transition from communism to capitalism brought political instability and disorganization, which has impacted social structures on many levels. Democracy is developing slowly but has been characterized by many obstacles and anomalies.   The emerging social stratification, similar to that which has arisen in the other post-communist countries, has not allowed fair distribution of the state wealth, and the newly promoted political pluralism does not reflect social division in the society. Instead of channeling the different socio-cultural-economic interests of the citizens through the processes of political pluralism, ethnic dimensions have been strengthened as political parties become ethnically identified. Equality, previously an important category, which helped to subdue ethnic tensions, has been lost with the increasing inequality that followed the new socio-political-economic establishment.

The above stated issues fed into the conflict of 2001, where Macedonia lost two crucial things: a stable society and the peaceful co-existence of the different ethnic groups. The deterioration of socio-political conditions was impacted by inefficient political leadership in combination with widespread corruption and the regional impact of the conflict in Kosovo, which led to violent conflict.

The signing of the Framework Agreement in Ohrid in August 2001, seen as an imposition by the international community, stopped the escalation of the war. However, neither ethnic Macedonians nor ethnic Albanians are fully satisfied with the agreement's provisions, leading to the impression that Macedonia is not fully safe from future conflict. Macedonians perceive the Agreement as a document that favors Albanians' demands and Albanians think that they gave up some of the crucial issues they stand for. The result is that there are mixed perceptions as to the potential success of the Agreement.

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[1] The team was comprised of four members, three of whom worked through CAII and the fourth who worked as an associate of GroundWork, a partner organization for the BEPS contract. The team was as follows: Julie Nenon, Team Leader – CAII; Jeanne Moulton – GroundWork,; Petar Atanasov – CAII,; and Biljana Bejkova – CAII. Biographical information on the team members is found in Annex 1.

Nonetheless, the Agreement has been agreed to by most political parties and the Government, and is used as a framework for reducing interethnic tensions and mitigating conflict. The recently elected government has stated its commitment to its implementation. Most of the government's efforts in this regard will be directed towards the European integration processes, decentralization, corruption, economic development, the strengthening of state institutions, social cohesion, and the building of confidence and multiculturalism, as well as the interface between civil society and state institutions.

For average Macedonian citizens, regardless of their opinions of the Agreement, the general consensus is that the further development of their country depends on the creation of a legal framework based on constitutional principles, consistent and full implementation of laws, de-politicization of the state administration, and an efficient fight against organized crime and corruption. However, the larger and more difficult issue is the revitalization of the Macedonia economy. With unofficial estimates of unemployment as high as 40 percent, issues like creation of the conditions for increasing employment along with stimulation of the private businesses are high on most Macedonians' minds.

Despite the bleak economic forecast, Macedonian citizens, as seen with the "Platform for Peace and Stability" issued during the 2002 elections, are demonstrating a readiness to actively participate in democratic processes. The development of local self-government is perceived as important for a prosperous and democratic Macedonia. It is within this window of opportunity that OTI entered Macedonia.

The Confidence Building Initiative: Promoting Peace Through Constructive Community Involvement

In October 2001, in order to lessen tensions and mitigate conflict in Macedonia, the U.S. Agency for International Development's Office of Transition Initiatives (OTI), through their partner, International Organization for Migration (IOM), began a two-year program known as a Confidence Building Initiative (CBI). Responding to Macedonia's recent conflict, CBI was designed to increase potentials for peace through constructive, community-based projects. CBI was built upon several USAID Mission-supported activities, including the Community Self Help Initiative (CSHI). OTI's intervention in Macedonia initially began as an attempt to help CSHI strengthen its capacity to rapidly respond to and assist communities to identify, prioritize and work together to address needs. However, after the Framework Agreement was signed in August 2001, OTI developed a self-contained initiative and awarded a cooperative agreement to IOM.

Because it began as a response to the conflict, CBI was established as a conflict mitigation program, with a specific goal: *to "lessen tension and mitigate conflict during the implementation of the Framework Agreement."* The goal was to be achieved through four objectives:

- Objective 1:   Support positive, community-based interaction among diverse groups of people

- Objective 2:   Promote citizen participation in community decision-making

- Objective 3:   Foster transparency, responsiveness, and accountability in the relationship between citizens and local government

- Objective 4:   Increase citizen access to balanced information and diverse points of view

To achieve these objectives, and therefore meet the overarching program goal, CBI established sub-offices: five field offices located in Bitola, Kicevo, Kocani, Skopje, and Tetevo, and a media office in Skopje to coordinate nationwide media efforts. The location of the field offices were carefully chosen in an attempt to address both the more immediate conflict-prone areas and other areas of importance based on a larger view of the conflict. This broad view was intentional, as CBI understood that the factors behind the recent violence were not limited just to "hot" areas where most of the fighting occurred. The entire country is susceptible to manipulation and violence due to the factors discussed earlier. Therefore, CBI took an equally broad implementation approach, determining the locations of the field offices based on the different levels conflict and social disintegration as well as different types of conflict. They ranged from conflict-affected area to "forgotten" regions to urban areas like Skopje and Bitola.

The sub-offices work by awarding grants to local communities, civil society organizations, local NGOs, local government, and media outlets. The ideal is to create quick and widespread impact by addressing community-level issues as they relate to the four objectives and the overall goal.

By working with and rapidly responding to the needs of local communities, CBI aims to assist in Macedonia's transition through a quick-disbursing community stabilization program. Communities and problematic issues are identified, grants are developed with the communities, grants are awarded, and activities are implemented within a timeframe that is intended to provide quick relief to the targeted communities. By awarding multiple grants in one region, CBI seeks to achieve a sense of stability in tense areas by relieving stress and buying time until the Agreement is further along in implementation and Macedonia is considered less vulnerable. Often, these grants result in improved infrastructure, such as new water systems, new schools, etc., which contribute to lessened tensions by improving living conditions and thus, increasing the opportunities for the different aspects of the Agreement to take hold. The basis for determining the activities is a community-based, consensus building process that OTI uses in many countries. The grants are not just about fixing a concrete problem, such as repairing a dilapidated school, but primarily about addressing social problems by encouraging community-based dialogue, building consensus and local capacity, and fostering democratic principles.

Most grants are awarded to the community at large. To engage the community, CBI holds large meetings with all community members. This is the process phase were the community builds consensus on priorities and makes decisions as to the type of project desired. After the first phase, known as the process phase, has been completed and the grant awarded, implementation of the selected activity begins. For practical reasons, CBI switches to work with Confidence Building Units (CBUs).[2] These are groups of five to twelve, usually elected by the community to ensure that the project is actually implemented. Depending upon the nature of the grant, they oversee construction, coordinate the community's participation and contribution, etc.

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[2] Bitola works with CBUs differently. They consider the entire community as the CBU and maintain a structure of working with the community as a whole throughout project implementation.

CBI's Process for Achieving the Goal and Objectives

CBI's approach to community-level grants is to focus not just on the immediate problem – for example, lack of functioning infrastructure – but also to engage the community in a substantive process where community members are the ones who set priorities for community needs, build consensus on what is the top priority and how it should be implemented, interact with the local authorities to make the project a reality, and carry out the implementation of the activity. This is the heart of CBI's program. The community also contributes time, labor, and other resources so CBI's contribution is only a part of the larger cost and effort. This process-oriented approach, which is often just referred to as the "process," is transformative in nature and is intentional as this how CBI hopes to achieve its objectives.

There are two basic ground rules that must be met for CBI engagement: communities have to go through the "process" before they will be awarded the grant; and community meetings must be reflective of the larger population.[3] This translates into between six to ten large community meetings with men, women, youth, and elderly to determine priorities and the procedure for selecting them. This is a consensus building activity that attempts to overcome traditional barriers to decision-making whereby the power elite are the primary or sole decision-makers. To further foster a sense of ownership, the composition of the meetings must reflect the realities of the communities. For ethnically mixed communities or multiple mono-ethnic communities, this means that members of all the ethnic groups must attend and participate. In cases where the process is not adhered to, CBI refuses to engage. In return for participating, the communities get a revitalized school, a new clinic, etc.

This carrot-and-stick approach has several basic elements. Although there are variations within the sub-offices, all follow the following steps:

1. Identify the community
2. Establish contact with local officials and call the first community-wide meeting
3. Use the community meetings to develop priorities and consensus on which activity shall be proposed and how it will be implemented
4. Submit proposal
5. Receive grant award: in-kind contributions are given to the community for implementation
6. Implement proposed activity

Step number 3 is considered an important step as it is where the community does the bulk of the real work as far as meeting objectives. This is where Albanians and Macedonians get together to build consensus, women are included in the decision-making process, the entire community deals with the local mayor and vice versa, and people share different ideas and viewpoints. The outcome – the rehabilitated school, new water system, etc. – is the byproduct. The by-products also contribute to conflict mitigation as they often help to reduce stress by increasing the standard of living.

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[3] With some grants, the process has been skipped or condensed in the interest of peacebuilding.

Phases of Implementation

The first year of implementation, October 2001 to October 2002, can be divided into several phases as described below:[4]

- **Phase 1 – October 2001 through January 2002:** This phase consisted of office set-up, identification of the five field offices, and the hiring of staff. Several OTI staff came out to assist IOM with set-up and in issuing the first of the grants.

- **Phase 2 – January through March:** As start up had taken longer than anticipated, phase 2 placed a heavy emphasis on catch up. To compensate, the approach taken was to go after what was termed "low hanging fruit".   These were communities and grants that were considered "easy" in that they met the objectives and were with communities that were easy to work with or accessible. The plan was to go after the easier targets in an attempt to quickly establish credibility and a presence on the ground via the sub-offices as they prepared to address the more difficult issues and target communities.

  Particular attention was placed on establishing goals and objectives, grant criteria, and a monitoring and evaluation plan. With the M&E plan, CBI hired a consulting firm to work with the program staff to develop a "tension index" to examine and measure several categories of conflict.   The idea was that with this tension index, CBI staff would be able to monitor the potential for community-based conflict to determine whether programmatic shifts were necessary.[5] The tension index was never implemented as it was considered too time consuming and not appropriate.

- **Phase 3 – March through June:** By April, CBI was programming at an optimum grant rate. As the sub-offices became more established, different styles and approaches to grant development started to emerge. This was due to the varying socio-political dynamics that the different sub-offices faced. Some sub-offices, like Tetevo, were in the heart of where the conflict started. Others were chosen as part of a strategy of addressing the broader issues of conflict and not limiting CBI to the conflict-affected areas. As a result, they offered different dynamics, obstacles, and opportunities. Skopje and the Media sub-offices also had different dynamics that they faced given the nature of working in the capital city and carrying out nationwide messaging campaigns. The difference in local factors was in combination with a management approach of providing the different sub-offices a high degree of autonomy. The result was that each sub-office became distinct, even though they followed the same process, policies, and general procedures. This is in keeping with OTI's management style.

  As the offices were developing a firm understanding of their regions, CBI management had each sub-office do six-month strategies that served as their work plans.

- **Phase 4 – June through September:** By this time, CBI was running smoothly and began to place more emphasis on implementing the process and choosing more difficult targets.

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[4] This is based on a conversation with the CBI Project Manager.
[5] Associates in Rural Development, "USAID/OTI-IOM, Macedonia Confidence-Building Initiative, Measuring Community-based Conflict: A Report on the Workshop on Performance Monitoring, Evaluation, and Reporting and Performance Monitoring, Evaluation, and Reporting Plan. June 2002.

- **Phase 5 – September through December:** The sub-offices, in conjunction with the management team, finished up a period of examining strategies for the upcoming year. Each office has written a year 2 strategy. Overall, CBI investigated how to tackle broader issues such as corruption, transparency, and the transition to greater self-governance.

Grant Approval

The goal for CBI's first year was to implement 250 grants covering the following program areas: civil society organization; media; local governance; and other confidence building measures.[6] The criteria for approving these grants are as follows:

1. The extent to which grants address and further the program objectives and goal.
2. The extent to which it describes a process in which a broad cross-section of communities has been brought together, able to deliberate upon priorities and decide upon the project.
3. The extent to which the community is committing their funds, time, and energy to the project.
4. The extent to which apparent risks have been evaluated, calculated, and judged worth taking.
5. The extent to which allotted funds are proportional to the impact and the number of people benefited.
6. The extent to which sustainability is addressed (not all projects are meant to be sustainable).
7. The extent to which the budget is accurate and necessary approvals are received.

Using these criteria, sub-offices were given wide discretion in identifying and selecting grantees.

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[6] CBI has exceeded this goal, as to date, there are 320 grants listed in the database. One hundred and forty grants are listed as completed.

II.   METHODOLOGY

Purpose of the Evaluation

This mid-term evaluation is intended to answer the questions posed by CBI: "Are we having an impact, and how do we know?" The evaluation team was asked to answer this question by (1) assessing CBI's goal and objectives one year into the program, and (2) measuring the effectiveness of the program's activities in achieving those objectives. CAII was asked, to the extent possible, to try to go beyond anecdotal evidence to show impact and use quantitative analysis.

Approach

The evaluation team took a phenomenological approach rather than a positivistic approach. That is, we did not pretend to measure definitively the nature of social change associated with the project or the extent to which project activities have led to project objectives. Rather, we described the ways in which key stakeholders *perceived* the evidence of this relationship. We addressed the evaluation questions with information on the *perceptions* of various stakeholders, the *evidence* of progress and effectiveness of project activities, and the differences among perceptions.

The team attempted to capture the perceptions of three primary groups of stakeholders:

- CBI staff, who have an intimate overview of activities for their field offices

- Grantees, who have immediate experience with implementation and effectiveness.

- Others who have a broad view, including OTI staff, USAID staff, and Macedonian citizens working closely in the field of conflict resolution and civil society. (See Annex 4)

Unit of Analysis

The unit of analysis was the grantee, not the broader community. The evaluation team and CBI agreed upon this unit of analysis in preparatory discussions before arrival of the team in Skopje.

Indicators

Although CBI has a draft Performance Monitoring Plan, it has not yet conclusively defined indicators of impact. We thus chose to favor inductive methods of gathering data that answered the question regarding impact rather than put together a set of indicators for the purposes of this task that may or may not reflect what is actually being achieved. Thus, we used the four objectives as broad indicators and attempted during the data-collection phase to find some more specific indicators of impact. We wrote down indicators of view of achievements as we heard them and began plotting them on an Indicator Matrix (see following paragraphs on data collection instruments).

Data Collection Instruments

We devised and used three different interview guides and four additional data collection instruments. Due to time constraints, we did not pre-test the instruments. The three interview guides were for three categories of stakeholders:

1. Grantee-beneficiary groups
2. CBI field office staffs
3. OTI and IOM managers.

The following four instruments were used (see Annex 2).

1. **Staff Perceptions:** This instrument generates numerical ratings of progress, as perceived by field office staff. For each of the four objectives, staff were asked to rate the progress of each grantee community for which a project had been completed.[7] They used a scale of 0 to 5, assessing the community's condition both before the CBI intervention and afterward. They were also asked to provide written "evidence" of each rating. Thus, the instrument provided qualitative data and gave the analyst a sense of the basis for a rating.[8] The value of this instrument is that it provides both quantitative and qualitative data, it is fairly easy to administer, and it can be incorporated into the OTI database, thus providing opportunities for correlations with other data (see below). We have given CBI a complete database of responses to this instrument. The database also includes data from the OTI database, so that correlations can be made (see below).

2. **Indicator Matrix:** This is a matrix of indicators and grants. The rows list the grantees that we visited. The columns list the indicators of achievement that we heard mentioned by the grantee. In other words, the matrix is a tool for inductive generation of indicators. Once a large number of indicators was generated from such statements, the CBI staff could group like indicators together and organize a list of indicators for systematic use in tracking achievements.

3. **Strategic Links:** The team devised this instrument in order to analyze CBI staff members' perceptions of the logical and strategic relationship between the project's goal and its four objectives. We asked respondents to write a phrase explaining his or her perception of that relationship. The purpose of this tool is to help us understand how the cumulative achievement of objectives is understood to help achieve the goal. As described below in the section on Achievement of the Goal, this instrument had limited use.

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[7] For four of the six field offices, we introduced this instrument as part of our interview, and walked staff through a few cases. We then asked them to complete the form for all remaining completed projects on their own. In two cases, because of time constraints, we sent the forms to the field office before we arrived for interviews.

[8] Note: Staff were given little time to complete these forms, and our instructions on how to determine numerical ratings were not precise. Thus, these numbers must be considered as "quick and dirty" estimates. We used a 0-to-5 scale on this, understanding that it was most common in Macedonia, but instrument would probably generate more consistency using a 0-to 2 scale.

4.   **Progress Graph:** We asked staff to draw a line graph of progress toward each objective during the months since its inception in order to look at progress in a context larger than the individual grant. Because many staff members reported that they had difficulty drawing this graph, we did not use these data in our evaluation.

We tried numerical ratings because our instructions were to use quantitative analysis. We think that each of these instruments was useful, though each has its limitations, as described above. As described above, each of them contributes something to the overall set of perceptions of progress toward having impact. If any of the instruments are to be used again, they should be refined and retested.

Sample Selection

We collected data from the sub-offices and from approximately four grantees for each office.[9]

1. CBI staff gave us written ratings and comments on each of their "completed grants." Of the 320 grants in the current CBI database, 140 of 320 were categorized as "completed."

2. From among these, each field office staff selected a number of grantees they judged as "successes," some that they judged as "failures," and some in-between. This gave the evaluation team a range of grants from which to select ones to be visited and an opportunity to understand how the field staff defined success and failure. (This selection process did indeed lead to informative discussions during our interviews about perceptions of success and failure.[10]) We selected two from the first category and one each from the second and third for our visits. We visited a total of 24 of the 320 grants.

We held one meeting with each grantee community. The number of community members at the meeting varied from one to about 20; in most cases the number was between six and ten.

OTI Database

We used the OTI database in several ways. First, it provided a wealth of information on the grantees that we visited, up to the point of grant approval. Second, it showed us what is systematically recorded about grants and what is not. (The main missing data, for our purpose, were those on events or other information on the implementation of the grant and perceptions of what the grant had achieved in terms of the four objectives.) Third, we used the structure of the database and several fields of data to create our own database on staff perceptions of progress toward objectives (see discussion above on the Staff Perceptions instrument).

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[9] The exceptions are in Bitola, where we saw two, and in Tetovo and Media, where we saw five.

[10] Definitions of success and failure varied with the sub-offices as they faced different obstacles and opportunities. For example, in areas where there are entrenched hostilities, the fact that CBI is able to bring together different groups at all is considered a success. In areas where there has been greater collaboration, just bringing different sides together is not considered a success in itself; the level of interaction and the type of project are then taken into consideration. Because success and failure varied, the evaluation team depended on the CBI staff to make such determinations as they better knew the local context and other determining factors.

Limitations

The limited time available to collect data from field offices and grantees—six days—meant that we could not adequately test the data collection instruments and interview guides before putting them into use. The time constraints—not unusual in project evaluations—also limited the hours that we could review our progress with CBI staff as we went along. These limitations have consequences for the comprehensiveness and accuracy of our findings.

Fortunately, as OTI sees our effort as a "springboard" for the final evaluation, the methodology we have used and the tools we have drafted can be improved upon, if they are seen as useful. CBI will complete its Performance Monitoring Plan within the coming months, so our product is probably more useful as one piece of that plan than any kind of definitive set of findings or conclusions.

In another respect, since this is a mid-term evaluation, we have treated it as formative and have made some recommendations for CBI to consider. These we believe are valid, in spite of the limitations on our time and the roughness of our quantitative data.

Correlations Among Variables

Because our data are so rough, we did not attempt to present a systematic and valid correlation of variables. This was not within our scope of work, and we did not think statistical methods[11] were appropriate for an evaluation in which the project's strategy and context produce so many variations among the units of analysis. Moreover, we did not have time to refine data collection instruments or to reach agreement on how to use them. Nonetheless, we think that even rough correlations might be interesting and suggest issues and approaches to finding more accurate measures. For example, ratings could be compared among project types (education, infrastructure, etc.) and among project categories (community impact, etc.). CBI staff might also look at staff perceptions of achievement of Objective #2 (participation in decision-making), for example, in relation to data in the database on "number of meetings held" to determine if there is any interesting correlation.

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[11] We distinguish here between statistical methods, which are used to make generalizations about a population from a sample or other data sets, and the more general category of quantitative methods, which simply use numbers as a means of summarizing data. Not all quantitative methods are statistical.

III.   FINDINGS AND RECOMMENDATIONS

Overall, the evaluation team concluded that CBI is meeting its objectives as well as having other important results not specified in the objectives. It is a dynamic program with high potential for impact. However, at this date and due to the short time frame of the evaluation, it is difficult to determine the extent of the impact. Because of the variation in communities with which CBI works, projects are implemented in a multitude of environments, each with its own set of constraints and opportunities. The degree to which these impacts are linked together towards the achievement of the goal remains to be seen. In the meantime, at the grantee level, as a result of CBI, change is occurring and is described in further detail in the following sections.

Achievement of the Objectives and Goal

Achievement of Objectives

The general perception, by both CBI staff and the evaluation team, is that CBI is meeting its objectives but with some noteworthy differences in the extent that this is happening. This is reflective of the variation in environments in which CBI works as well as the broad and diverse nature of the program. As a result, more progress has been made toward some objectives than others. Furthermore, important achievements are occurring that are not directly described in the objectives, demonstrating the dynamic nature of CBI. The general conclusions are as follows:

> **Objective #1: Interaction Among Diverse Groups – Consistently Applied but with Varying Results**
> The first objective is achieved insofar as all grants, regardless of type of activity, require that the diverse groups come together and reach consensus on the community's needs. Participants in the meetings must represent all aspects of the community. Diversity can mean inclusion of different ethnic groups (as in the case of multi-ethnic communities or working with two mono-ethnic communities) or inclusion of women, elderly, youth, etc.
>
> The impact of the diversity requirement varied greatly depending on context of the community and can briefly be categorized as follows:
>
> - **Supporting the Middle:** In communities where there is existing good will between the various ethnic groups, reports indicate that inter-ethnic interaction occurred very easily. In such cases, the result of requiring diversity is that it supports the "middle," giving assistance to

Reconciliation: Putting Aside Differences
For parent associations in two communities in the Kocani and Kicevo regions, having diversity as a requirement has meant an opportunity for reconciliation. Coming together for the first time since the conflict, parents reportedly put aside their differences to work together on school improvement projects. As one man from an ethnically mixed parent association said, "Regardless of the undercurrent of political hatred, we can work together to improve the school for our children."

communities that model positive ethnic interaction. A good example of this is the Kicevo Youth Sports Tournament, where a multiethnic group of coaches has worked together in the past to bring youth together for sporting events. CBI's role was to support inter-ethnic youth events, and in turn continue to model how Albanians and Macedonians could successfully work together.

▪ **Inter-Ethnic Reconciliation and Gender Equity:** In areas where diversity had not been present, whether it is inter-ethnic or gender equity, CBI activities took on a reconciliation aspect as they were bringing groups together for the first time.[12] In such cases, the impact of CBI's work was transformative and groundbreaking as it was the first time that different groups came together, introducing the idea that Albanians, Romas, Turks, and Macedonians, as well as men and women, young and old, can work together.

> ### Initiating Interaction: Use of Facilitation
>
> In Tetovo, CBI's Interethnic Cultural Exchanges project, which is a consortium of Albanian and Macedonian women organizations, has resulted in increased inter-ethnic interaction.
>
> After the conflict, the meetings organized by the project initiated interaction amongst different ethnic communities and individuals. The grantee reported that because of CBI's intervention, people got together for the first time after the conflict. They realized that they enjoyed the socializing with people from their neighborhood, with whom they have lived in peace for decades.
>
> The women's groups have continued to meet and visit each other, transforming the way they interacted in the recent past. As a result, they feel that tolerance and respect for the 'others' is coming back.

▪ **Token Participation:** In other cases, the diversity requirement was met in that there is someone from another ethnic group or a woman present, but the participation was token at best, demonstrating some of the challenges CBI faces in achieving the first objective. An example can be seen in a community in the Skopje area where reportedly Albanians participated in the renovation of a clinic in a Macedonian village. The group, all Macedonians but one, started out praising the participation of the Albanian community. As time progressed, the numbers got smaller and it was revealed that perhaps only one or two Albanians participated. When the evaluation team went to the Albanian village to talk to the village elder, he was unaware of the project and stated that what the Albanian village wants is their own clinic.

The variation in what the evaluation team saw suggests that the diversity requirement does not always translate into diverse interaction. It can have tremendous impact or it can mean the presences of a token minority. It is very context-specific as communities are in different post-conflict stages. The impact, therefore depends on where the community is regarding gender and co-existence issues.

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[12] See box: Reconciliation: Putting Aside Differences, and paragraph on gender in Additional Achievements section.

Recommendation: Measure the Diversity Impact According to Context. As CBI currently stands, there is no baseline measurement for communities in post-conflict stages. As a result, it is difficult to tell to what extent the diversity requirement has a substantial impact on the community. For example, in the cases where there was only participation of one or two Albanians, is it a success or a failure? The answer depends on context. It could mean that there was only token participation or it could be a breakthrough, as it is the first time that Albanians and Macedonians met in the same room. Establishing a baseline or context would provide the necessary information to make such a determination.

Establishing context may also help guide the sub-offices in better achieving diverse interaction by better defining what the diversity issues are for each community. For example, for communities where there is already a high level of inter-ethnic interaction, the sub-office may want to look at the role of women when planning for diversity. In these cases, the baseline or context could assist decision making if used as a strategic planning tool. This would be especially important in the earlier stages of working with a community or a region when CBI local knowledge may be nascent and understanding the complexity of the target communities is essential.

Objective #2: Participation in Community Decision-Making – A New Way of Conducting Business
CBI also requires that communities participate in decision making and reach consensus on the grant activity. Unlike the traditional mode of decision-making, which is limited to the power elite (usually men, either in private or through their elected offices), this opens the process to the entire community and allows for different voices to be heard. The outcomes from objective #2 can be further broken down as follows:

▪ **Practicing Democracy:** One of the bigger impacts seen was that CBI is encouraging democratic practices. Macedonian citizens are used to "community meetings" but under different social circumstances and ideological constraints. The values reflected particularly in objective #2 represent a more democratic way of doing things. This means gathering without political constraints, reaching common decisions closer to the needs of citizens, and introducing diversity in the decision-making.   By promoting this model, CBI is exercising democratic practices that communities are experiencing sometimes for the first time.   This is the foundation for a new Macedonia, especially given the decentralization efforts and the need for local voices.

▪ **Increasing Women's Participation in Decision Making:** CBI sub-offices strongly introduce and implement gander balanced approach in the implementation of the projects. Working with the communities, CBI teams put a significant effort in promoting the empowerment of women from different ethnic, religious, and educational backgrounds by mandating that they participate in the decision-making processes.   Due to the fact that some communities are still very traditional and patriarchal, and most of its male members are resistant to the gender equity concept,

women in the meetings usually only fulfill the requested gender-balanced "quota".[13] This may seem superficial, but regardless, it is a step towards introducing democratic practices. Furthermore, it was stated both by CBI staff and grantees that there are some slight changes in the community members' behavior towards women. In this sense, men are becoming more tolerant and women starting to realize and practice their right to take part in the discussions about community problems.

Recommendation: Continue Women's Participation.
CBI has made great strides in including women in community meetings. To further these developments, we suggest exploring additional ways to increase the level of participation. One suggestion is to have separate women's meetings, a technique already used in some cases, in addition to the larger meetings. (This is not to suggest male-only meetings as well.) Such meetings can allow women to come up with their own ideas in more comfortable settings. These can be presented in the larger forum and will, at least, allow for women's voices to be heard until such cases where they feel free to speak publicly. Such suggestions can be the basis for a "toolkit" approach, which focuses on practical ways of increasing participation. An advanced gender workshop is also a suggestion for CBI staff as it will provide the necessary conceptual background for working on gender and equity issues.

Objective #3: Transparency, Responsiveness, and Accountability in Local Government – Harder to Achieve
The objective of fostering transparency, responsiveness, and accountability in local

Women's Participation: Opening Doors

For many women in Macedonia, the concept of decision making is limited to traditional views where men and women play very separate roles. This is especially true in rural areas where women are not included in the formal decision making process and often, barely speak in public. This is a challenge for CBI, which stresses the inclusion of women as part of objective #1. In some cases, the results from including women in the process have had very visible impact. In the Bitola region, in one community, Roma women have become more outspoken about the situation of their community. Their local mayor let it slip that that the women are so active they are becoming "annoying" as they now show up and speak up at the usually empty city council meetings.

For other women, it is a much slower process. Tradition and habit are not easy to overcome and in these cases, the women show up for community meetings but rarely speak or participate in decision making. Still, there are benefits from including these women in the process. One female grantee probably best summed up the impact of this small step when she commented that before, they were not even invited to the building where the community meeting was held as it was strictly for men. Now at least, they are allowed in the room. It is a small step, but for CBI and many of the female grantees, it is the first step.

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[13] In one meeting, where four men and four women represented the community, we learned that only one of the women had ever attended a CBI-related community meeting (once).

government differs from the other objectives. While CBI can condition its grant agreements based on diversity and community participation in decision making, it is more difficult to ensure that local government will change its practices. Not all projects can conveniently engage local government in the broader process and therefore, have a sizable impact on the citizens-local government relationship.[14] As a result, it is the objective where the evaluation team saw least amount of activity and therefore, cumulative impact. (This is not to discount the impact of the individual activities.)

- **Use of Strategy:** Despite the smaller numbers, progress is made. For example, in communities where there was a higher level of interaction with local government, relationships were already cordial but the project helped to further develop linkages. However, the largest degree of progress is seen with sub-offices that expressly incorporated objective #3 in their strategies. (See Sub-Office Strategy section for additional information.)

Specifically, Kocani and Bitola stand out as the sub-offices that have been particularly effective in working with local officials as part of their strategy. In cases where the mayor and other local officials were actively engaged, reportedly there was an improvement in the relationship due to CBI's interventions. For example, in Resen, the Bitola sub-office has worked with the local government on over 60 project-related activities. This includes a civic education activity where a brochure was distributed with new laws compared with the old and a section for opinions. This is a new endeavor for the city council, and they are collecting the opinions as a means to better elicit citizen input.

Recommendation: Improve Strategies for Sub-Offices to Work with Local Governance. Given the fact that local elections will take place in 2004 and the need to develop local democracy, we recommend that CBI examine the existing sub office strategies to

> **Community Meetings and Sharing Different Views: The Link Between Objectives 1, 2, and 4**
>
> Use of the media is not CBI's only strategy for increasing access to information and diverse points of view. Different views and information are also shared through community meetings.
>
> By promoting participation amongst diverse groups, CBI creates an opportunity for different views to be heard. The process, which requires diverse groups to reach agreement on an activity, encourages participants to share their interests and concerns. CBI report that this happens in many instances, and sometimes, can be lively when there are competing groups such as members of opposing political parties as found Kocani. In other cases, the level of interaction is not as vibrant and views shared tend to be that of the existing power structure. This is especially true in the more traditional communities where women sometimes encouraged not speak and other aspects of diversity are limited.

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[14] In order for infrastructure projects to occur, permission is needed from the appropriate government officials. This meant that the communities had to interact with the local authorities to get permits, etc. However, this differs from other types of interaction where government officials were more actively participating in the decision-making process along with the community.

fine tune and improve the individual approaches. Developing written guidelines to improve some of these strategies should assist in strengthening CBI's work on local governance by providing additional guidance to the sub offices.[15] CBI should examine the Kocani and Bitola models to see to what extent that level and type of strategy is applicable for other sub-offices.

Objective #4: Access to Balanced Information and Diverse Points of View –
A Multi-pronged Approach
CBI has a media sub-office but achieves objective #4 through several different mechanisms.

- **Bringing Diverse Groups Together:** First, nearly all CBI activities, by virtue of bringing together diverse groups, provide opportunities to hear points of view of others in the room. Often, field offices would refer to this as far as meeting objective #4.

- **Providing "Balanced" Information and Cultural Events:** CBI also uses the media to provide "balanced" information and diverse points of view about important current events. The main thrust of activities intended to increase access to information and varying perspectives is managed by the Media sub-office. They implement a variety of grants that aim to either promote balanced information (such as newspaper distribution and documentaries), civic education (as promoted in the months proceeding the elections), or promote diversity through cultural events (such as fashion shows or concerts). The nature of grantees supported by the Media sub-office differs from the community-based interactions found in the other sub-offices. For this reason, our assessment of Media sub-office activities is discussed more fully in the Strategy section below.

- **Sending Positive Messages – Modeling CBI's Successes:** CBI has effectively leveraged local and national media as they regularly report the successes of the program – the rehabilitated school, the new clinic, etc. Coverage of such events seems to be frequent, and the positive character of these events seems to serve as a counter-balance to the habitual negative coverage normally found in the media. Much of the local media severely distorts what actually happened and raise fears and ill-will where it is not deserved. Reporting on CBI activities that present a positive message are viewed as more accurate depictions of their deserving achievements.

Quantified Views of Perceptions of Achievements by Objectives:
In order to get some overall pictures of how CBI staff and grantees assess the project's progress toward its objectives, we devised two instruments, which are described in the methodology section and included in more detail in Annex 3. The first reflects the view of the six sub-offices.

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[15] The suggestion is for enhancing linkages and activities within the current approach, not to take on a new approach just to address this issue.

Table 1. Extent of Progress Towards Objectives as Viewed by Sub-offices

Objective	Average Start Point	Average End Point	Average Size of Change	# of Applicable Completed Grants[16]	Average Change in Number of Grants
1. Interaction among diverse groups	1.43	3.69	2.26	24.17	54.54
2. Participation in decision making	1.59	3.43	1.84	14.00	25.81
3. Transparency local government	1.48	3.44	1.97	12.50	24.56
4. Access to information	1.45	3.80	2.35	10.83	25.40
Average Among Objectives	**1.49**	**3.59**	**2.10**		

In Table 1, the average start point is the estimate, on a one-to-five scale, of the community's level of progress toward the objective before CBI's intervention. The average end point is the level of progress at completion. The average size of change is the difference between the start and end point. We multiplied the average size of change by the number of grants rated as applicable to each objective. The product is a rough index of the perceived difference between achievement of the four objectives.

Radio Life: Albanian and Macedonian Voices Together

Radio Life, a pop music station, has the unique format of presenting information both in Macedonian and Albanian concurrently. Two deejays, one Albanian and one Macedonian, switch back and forth as they chat about music events, introduce songs, and broadcast current event stories.

Language is a contentious issue in Macedonia and no other media outlet provides information in both languages, at the same time. Radio Life's objective is to familiarize people with both languages using popular music as the catch. "People are willing to listen to a few minutes of Albanian or Macedonia if they think a song they like will be next." It is a small step but in a country where the education system is still divided according to language, Radio Life feels it is a step towards a more bi-lingual country and more ethnic tolerance.

Though these numbers are very rough,[17] they indicate that CBI field staff perceive far more progress toward the first objective than the other three. If we consider the differences in numbers among the second, third, and fourth objectives as meaningful, we find more progress toward Objective #2, then

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[16] This is based on the number of completed grants as reported by the sub-offices. Therefore, it does not reflect all of the program or the existing grants.

[17] The greatest weakness is the variation in approaches used to make judgments, the short amount of time to do the exercise, and the lack of judgment standards. If these conditions are corrected, this table will become more useful.

Objective #4, and, least of all, Objective #3. These findings coincide with our perception of how grantees see progress (Table 2) and our interview data, as described above.

The second quantitative view of progress is our perception of what grantees told us about their achievements of the four objectives. The ratings are based on our observations and are rough.

Table 2.   Evaluation Team's Summary of Grantees' Perceptions of Progress Toward Objectives

	Diversity	Participation	Transparency	Information
Grantee				
Zabeni Village Water System	2	2	2	0
Resen: Multiple Activities	2	2	2	2
Grdovci Primary School Rehabilitation	2	1	0	1
Goce Delcev Primary School Rehabilitation	0	2	0	1
Ljubodrag Water Supply System Rehabilitation	2	2	2	1
Rehabilitation of Naim Frasheri Elementary School	1	1	0	1
Sande Sterjovski Primary School Rehabilitation	2	0	0	2
Zajas Municipal Sports Field	2	1	1	0
Kicevo All Stars Youth Sports Tournament	2	2	2	1
Jagol Primary School Renovation	0	1	0	1
Duel - An Aid Song for Disability	1	0	0	0
Multiethnic Film by Bitola Youth	1	0	0	0
Documentary on Coexistence in Crisis Areas	2	0	0	2
Increasing Voters' Access to Information	2	0	0	2
Radio Life	2	2	0	0
Aracinovo School Sports Field	1	1	0	0
Multi-Ethnic Rural Health Training	2	1	0	0
Rehabilitation of Volkovo and Nikistane Village Schools	2	0	0	0
Dracevo Health Clinic Renovation	1	1	0	0
Dzepciste Multiethnic Municipality Sidewalk /Busstops	0	2	1	0
Interethnic Cultural Exchanges among Women	2	2	0	2
Association for Retired People Building Rehabilitation	1	1	0	1
Multiethnic Young Women's Health Campaign	2	0	0	2
Neprosteno River Ecology Project	2	1	0	1
Total (out of a high of 48)	**36**	**25**	**10**	**20**

(A rating of 2 is high, 1 is medium, and 0 is low.)

Table 2 shows some consistency between CBI's perceptions of achievement toward objectives and what grantees revealed to us during interviews. Most progress has been made toward Objective #1 and least progress toward Objective #3. Progress toward Objectives #2 and #4 are similar. These

numbers are very rough and may change if these instruments are refined but generally support the findings from our interviews on progress toward objectives.

Achievement of Additional Results:

Although most CBI staff told us that the four CBI objectives are broad enough to cover all that they achieve, we observed that many grants are achieving results important for the goal of lessening tension and mitigating conflict but are not specifically captured in the four stated objectives.[18]

- **For Some Communities – A Greater Sense of Efficacy and Empowerment:** For some communities, one of the biggest impacts gained was a sense of efficacy, or confidence in their own capacity to get things done. Communities — especially small remote villages — have taken responsibility for meeting their own needs, which have generally been left to government.

> **Forgotten Communities**
>
> The community for the Jagol primary school renovation project is one of the 'forgotten' communities in the surrounding area of Kicevo. For these community members, CBI was not just the renovated school. Long ignored, villagers were pleased that somebody thought of them – helping them to re-build something.
>
> Serving forgotten communities is not one of CBI's objectives but the impact is still tangible. When looking at the role of confidence building in mitigating conflict, activities like the Jagol primary school can mean a lot as it is reaching out to those long left out of the political and social development of Macedonia – areas that traditionally have served as a breeding ground for discontent .

This comes largely through their planning and implementation of a project that they have identified and that they have managed to complete. In some cases, they have gained confidence in a local institution, such as the school or a sports association, to get things done. CBI's support has been not only financial, which most see as critical, but also procedural: they have learned to proceed "step by step" with "patience and persistence," to insist that individuals fulfill their obligations, and to ensure that the quality of work is satisfactory.

Finally, the profusion of gratitude was often accompanied by revelations that community members were encouraged by the altruistic efforts of international organizations to take more responsibility for helping themselves. "Why should we depend on the 'internationals' to repair our schools and villages? We should be doing that ourselves."

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[18] Evidence of these additional results came from our interviews with the grantees and our analysis of their description of impact. To capture the spirit of CBI, a table of indicators was generated from our interviews with grantees (See Annex 2). It provides further details on effects of CBI's efforts that do not seem to be captured within the four stated objectives.   In this table, we have not attempted to organize indicators or draw any general conclusions. The table is still a tool in progress, but we have presented it here to reveal the range of effects the project has had on communities. We devised this instrument to capture indicators of effects of the project from statements we heard during interviews with grantee-beneficiary groups. While many of the indicators fall within the four stated objects, others do not, and some of those others were frequently stated.

- **Improved Quality of Life:** Another outcome is an improvement in quality of life. While CBI may view this as a byproduct, villagers see it as one of their most significant achievements. Given the various hardships that they face, the fact that they have one less problem to worry about and are one step closer to having fully functioning community cannot be underestimated.

- **Serving Alienated Communities:** CBI's reach goes beyond multi-culturalism. The program also serves those groups often left out of traditional assistance, both state and international. In such cases, the emphasis is not on bringing multi-ethnic groups together but serving those communities forgotten by others. In remote areas of Macedonia, CBI is often the only service provider available. For the first time in years, remote Albanian and Macedonian communities can receive some relief for their deteriorating infrastructure. This has huge potential for achieving the overall goal of the program, as the generally held belief by Macedonian citizens is that vulnerable groups were manipulated by outside forces.

  Making communities more resilient is not one of the objectives of CBI. However, for alienated communities, there is the potential for making them more resilient as it relieves stress, provides much needed services, and lets these communities know that they have not been forgotten.

  The Issue of Sustainability:

Sustainability is not a prerequisite for CBI activities. However, it is an issue that surfaced throughout the evaluation, and the team found conflicting evidence on its importance.   This is primarily because Program Officers are asked to describe in the draft grant agreement how they are providing for the sustainability of grant benefits.[19] However, staff do not monitor once implementation is over and the grant status changes to "completed." This will change as CBI institutes an M&E plan but at the time of the mid-term evaluation, this was not within the staff's scope of work – most say that their mandate is to initiate new projects, not to continue monitoring completed projects. This provides some confusion over whether sustainability should be a factor or not and resulted in an inconsistent addressing of the issue. Staff talked about the issue but seemed unclear exactly how to handle it. This further represents the tensions that CBI staff expressed regarding two aspects of the program: responding rapidly and thoroughly engaging the communities in the "process". The two are not necessarily incompatible but, as discussed in further detail below, they also do not necessarily go hand in hand. They impact the sustainability question as these aspects lends themselves differently to the issue.

Sub-offices use different approaches to address sustainability. For example, Tetovo and Kocani aim to strengthen organizations, such as sports associations, rather than individual clubs or teams, because they are more likely to endure and have an impact on a larger number of people. Others plan on addressing the issue through second projects with grantees or regional projects that help grantees reinforce each other's achievements.

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[19] This part of Section 15 of the grant agreement template seems to have been added in April or May 2002.

> ***Recommendation: Resolve the Sustainability Issue.***
> There are conflicting messages about whether sustainability is or should be a major part of the CBI strategy. Our general observation is that long-term benefits of grant activities are by no means assured, and may not have to be in order to achieve program success. However, we recommend further discussions on the tensions that surround the question of sustainability as it should provide more clarity to sub-offices on how to better determine which activities should be sustainable and when sustainability is not appropriate.

Achievement of the Goal

Given the short time frame, a comprehensive assessment of CBI's progress toward its goal was not possible. However, in an attempt to at least examine the goal, we have taken two approaches.[20] The first is to reassess the relationship between the objectives and goal, based on our observations. The second is to look at how CBI views the logical relationship between the goal and objectives.

> ▪ **CBI's Strategic Framework: Not Capturing CBI in its Entirety:** Just as CBI's objectives do not capture the program in its entirety, the goal also does not necessarily reflect CBI's results. The goal of lessening tensions and mitigating conflict is broad and abstract and many of the factors that can create conflict and increase tensions, such as the economic situation, are not included in CBI activities to the extent that there will necessarily be a mitigating or lessening effect. Objectives can be met and activities successful, creating positive change in the target communities, and the country still be vulnerable due the nature of conflict and the limited range of the program. (CBI can only work in a defined number of communities and reach a defined number of participants based on the size of the staff and the funding levels.)
>
> This does not mean that CBI is not having an impact worthy of a goal level but implies that the goal is not appropriate for the program. What CBI has the potential and resources to address is a more narrowly defined goal that better reflects the impact of the program. A more narrowly defined goal will also better acknowledge that CBI is part of a broader USG approach, which is necessary when looking towards a nation-wide impact.

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[20] We also designed a chart for each objective and asked the sub-offices to map out their perceptions of their overall impact in achieving the objective. The purpose was to see if sub-offices were noticing any cumulative effect of their work and the extent to which this led to achieving the goal. They were asked to look at their region as a whole and chart their perceived progression over the past year. We decided not to use the results from this exercise because the way that the sub-offices defined the scale of 1 to 5 and rated their perceived progress varied too much to be considered significant. It did show an overall perception of progress over the past year. However, some offices refused to rate higher than a 3 based on the overall situation in their region. Others rated the overall impact as between a 4 and a 5, which did not correlate with their verbal statements, reports from the grantees, or our perceptions based on our field visits.

> ***Recommendation: The Strategic Framework Needs to Better Reflect CBI's Success.***
> The concept of confidence building, which more accurately describes CBI's impact, needs to be more formally incorporated into the strategic framework.   There are several ways to more explicitly incorporate the concept of confidence building into the strategic framework. Perhaps the simplest for consideration is to change the goal statement to: "lessen tension and mitigate conflict through confidence building."

▪ **CBI Views on the Relationship Between Goal and Objectives**
To investigate what CBI staff members assume are the links within the strategic framework, we used the Strategic Links instrument (see Annex 3) to ask CBI and OTI/Macedonia to describe their views of the strategic relationship between the four objectives and the goal. For each of the four objectives, staff members were asked to complete the dependent phrase, "because…" with the explanation of how the objective leads to or supports the goal. Annex 3 presents the various statements supplied by these staff members.

Though our findings are not dramatic and are difficult to interpret, we include them, primarily because they reveal an array of views on the links between objectives and goal and an absence of consensus on clear links.

Three themes occur most frequently:

- the project builds confidence in citizens' ability to take responsibility[21]
- It fosters democracy
- It redistributes power (decentralization).

There does seem to be a strong conceptual link between confidence building, the goal, and the objectives.

Democracy and redistributed power are echoed in themes occurring at the next level of frequency:

- Makes government responsive
- Helps citizens use government channels.

At the next level of frequency, five separate themes appear:

- Empowers communities to work together
- Opens communication and presents balanced information
- Helps citizens make informed decisions
- Makes people aware of common goals
- Makes media responsible.

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[21]In other words: The project supports positive community-based interaction among diverse groups of people, *because this… builds confidence in citizens' ability to take responsibility*, which leads to lessening of tensions and mitigation of conflict during implementation of the Framework Agreement.

The critical role of information—its quality, accessibility and use—come forth here. The empowerment theme is closely related to the confidence-building theme that occurs most frequently.

In sum, the six (of nine) staff members who responded appear to see the strongest links between goal and objectives as building confidence and improving government.

Additional Issues Important for Achieving Objectives and the Goal

The extent to which CBI is having an impact rests not only in whether the goal and objectives are being met but also with additional factors that come into consideration. For example, the effectiveness of CBI's management styles and strategies has a direct link to the degree in which the program achieves its objectives and goal. It provides a framework that defines how CBI functions. As a result, we looked at additional issues that arose, such as some of the management styles and strategies, as they relate to achieving the goal and objectives.

High Degree of Autonomy of the Sub-offices – Dependent on Staff Issues and Programmatic Strategies

It is OTI's strategy to give a high degree of autonomy to its Country Directors. CBI followed this approach by giving a high degree of autonomy to the Program Officers. Where leadership and team cohesion are strong, this has resulted in highly dynamic sub-offices, which are extremely motivated, dedicated, and passionate about their work. With these offices, CBI takes on a larger goal as it is about social change and creating new dynamics at the grassroots level.   This enthusiasm is not lost on the grantees.

The autonomy also has led to a large degree of flexibility, allowing the sub-offices to be responsive to the individual nature of their constituencies and local events as they occur.   This, in turn, has allowed the design of strategies specific to needs that better respond to the local situation and achieve a presumably higher level of impact than a "one size fits all" approach.

However, as this approach depends heavily on the qualifications and interests of the staff, it varies in its effectiveness according to leadership, the team's level of knowledge about conflict and

> **Sub-Office Strategy: Bitola**
>
> In Bitola, the concept of strategy is taken a step further as the team has developed a multi-layered approach. There is the strategy for approaching the region, communities and local government within the region, and lastly, the communities, themselves. Before each community meeting, the team maps out how to approach the specific community, who are the key actors, what is the relation with the local government and service providers, and what are the desired outcomes for the meeting. During the meeting, the team (the Program Officer and two Program Assistants) uses a facilitated approach, which allows them to constantly monitor levels of interaction and any sub-currents going on in the meetings. They use this information to adapt their approach as appropriate.
>
> The high level of interaction and strategy are paying off. In talking to grantees, they report a high level of cooperation with the Bitola team, increased communication amongst themselves and their local government, and most importantly, a sense of accomplishments as they are getting things done.

understanding of the local socio-political dynamics, and team cohesion. In cases where these aspects are weak or are missing due to staffing issues, autonomy appears more as a lack of or misguided direction. In such cases, the achievements of CBI's work are not as apparent.

> *Recommendations:*
> - *Examine Ways to Improve Guidance.* The evaluation team was given mixed messages regarding the consistency and the effectiveness of the guidance provided by senior managers. Whereas there were reports of a high level of communication, there were also reports that the quality of communication and the resulting guidance did not always meet the needs of the sub-offices. This is despite regular meetings, retreats, phone calls, etc. Somewhere, there is a disconnect between senior management's attempts at providing guidance and meeting the needs of the sub offices, which the evaluation team was not able to uncover due to time constraints. We recommend that the OTI and IOM senior staff meet with Program Officers to sort out how to improve the quality and consistency of guidance and other forms of communication. This should help provide better consistency within the sub-offices and improve morale in cases where there has been a high degree of turnover. This would also hold true for offices struggling with especially difficult issues, ranging from procurement to inter sub-office relations to complex conceptual designs.
>
> - *Orient New Staff and Training on Conflict Issues.* Because many CBI staff "jumped right in" and started working without an orientation, the staff frequently mentioned that they had to learn on the job how to approach communities, negotiate with local authorities, as well as grasp the broader CBI concepts. We recommend that new or recently hired staff undergo an orientation that cover issues like the conceptual basis for CBI, basics on conflict, practical skills for how to approach communities and negotiate with local authorities as well as the usual policy and procedures.
>
>   Also frequently mentioned by the staff was the need for more training on conflict and managerial issues. There was a formal training for staff in the early stages of the program but was not viewed as a success. As staff said that they would still like to see more training on conflict, we suggest advanced trainings on practical aspects of conflict such as facilitation, consensus building, mediation, negotiation, as well as understanding the stages of conflict and the appropriate interventions.

Tension Between Process and Awarding Grants

There are two main components to CBI and the OTI model in general: the process through which communities go through in order to reach consensus on the proposed activity; and producing a tangible impact through a quick and widespread response throughout the targeted region. These two factors do not necessarily go hand in hand, as the implementation is about producing quickly and the

process is about devoting time and effort. The extent to which the sub-offices find a balance, with which they are comfortable, varies.

There is no doubt that there is pressure to award grants that comes from a variety of sources. CBI staff members reported that at times, this was done at the expense of the "process", as implementation reportedly moved too quickly. This was especially true in the initial months of the project with the rush to get established. CBI staff members have been candid in admitting that they awarded grants in the rush to catch up, which did not do well and would not be awarded today. Although many felt that this is part of the learning process of how to quickly engage communities and produce results – something that CBI had to go through to get where they are today.

Some Program Officers reported that they consciously try to ignore the pressure to produce grants and instead focus on the process. However, the most commonly stated method of finding balance is to overwork. Sub-offices attempt to do both: move quickly and devote the time needed for the process to be worthwhile.   Several stated that they achieve this by putting in extra efforts such as working 80-hour weeks, until 4:00 in the morning, etc. One Program Officer stated that it is a "badge of honor" to work excessive hours.

> ***Recommendation: Provide Better Guidance on OTI Cycles.***
> OTI programs naturally have cycles, and CBI is no exception. Better initial discussion and recommendations on ways to balance the tensions between adequately conducting the process and providing a quick response (when to move fast, when to slow down) should help reduce the level of trial and error undertaken during the initial stages. This may also help address sustainability issues as well as the issue of hours worked, as it should decrease some of the initial time needed to learn how the program will work.

Sub-office Strategy Varies According to Context

Sub-offices, in collaboration with senior management, are developing different strategies, which include some variation, depending upon the social and political context of the area, and on the skills, perceptions, and interests of the staff. This is part of the flexibility of CBI that is in keeping with the high degree of autonomy given to each office. The idea is that with this flexibility, the sub-office strategies will be more appropriate for the local context.

As with the issue of autonomy, the degree to which this is an appropriate management strategy depends on the skill level of the Program Officers and their staff, their awareness and knowledge of the local context, and awareness of appropriate interventions.

The Appropriateness of the Media Approach – Needs to Be More Results Oriented

In some respects, the media team is similar to the other sub-offices in that they also include "process" elements, such as bringing together diverse groups to work on a project as well as distribute a wide range of grants. To achieve this, the media team used a variety of mediums such as arts and culture, information distribution, PR campaigns, and documentaries. It is a strategy based on a very broad scope of media and information outlets.

In many respects, the approach used is in keeping with CBI practices. They have a large degree of outreach, use diverse sources, and are quick to respond. The process they use for awarding grants is very similar to that of the other sub-offices, with the exception that instead of identifying communities, they identify messages, mediums for transmitting those messages, and the appropriate organizations and target groups.

The evaluation team questions the effectiveness of this approach as the nature of media differs from the community-based interactions found in the other sub-offices. Unlike their activities, there is not necessarily a direct correlation between the number of grantees and the number of beneficiaries because beneficiaries may not engage in the activity.   (For example, they may not watch the program, read the articles, or listen to the message.) Therefore, awarding a large number of grants does not necessarily mean reaching a large number of people. Instead, large numbers of people are reached through savvy marketing techniques and well-crafted messages. In the end, it comes down to whether people will listen, read, watch, and understand the messages being transmitted.[22]

Over time, the media team has been shifting more towards focusing on the potential impact of the message. However, past staffing needs and current time constraints have meant that they have not been able to pre-test, monitor, and evaluate to the extent desired.[23] There is informal pre-testing and impact research of larger activities, but they are not consistently practiced.[24] Therefore, whether the presumed impact of these "important" messages is occurring or not, is largely unknown.

Recommendations
1. ***Re-Design the Media Approach to Focus More on Impact:*** The media approach needs to focus more on ensuring that the message is appropriate and that it is heard. This will mean more consistent attention to pre-testing and format, timing of the broadcast or distribution, as well as monitoring and evaluation. The media team is already undertaking these activities to some degree and has information on the Macedonian market. We recommend that they

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[22] In reviewing media activities, the evaluation team found a range of attitudes and understanding regarding the importance of marketing and knowing the target audience. With the more successful grants, as defined by the media office, there appeared to be a much higher level of understanding of these issues and a more professional level of market testing of their message and format. However, many of the grantees we interviewed exhibited an attitude that placed the emphasis primarily on the message. The impression given was that if the message was important, people would naturally accept it. The impact was presumed.

In conversations with Macedonian evaluation team members and key informants, their general opinion is that Macedonia is being deluged with such important messages of multi-culturalism to the point that they are considered boring. They are losing the meaning and effectiveness. According to the results of our brief sample, the presumed impact of these "important" messages is falling short. This led us to question the impact of the overall media strategy.

[23] The media team was not fully staffed until October of this year, a full year into the program cycle. The original design of the program called for a two-person team that would be provided administrative support from the CBI head office and was staffed accordingly. Over time, in recognition of the project development rate of the media sub-office, additional staff needs were identified and positions filled. Furthermore, the first local program officer left CBI towards the end of the first year to accept a fellowship to study abroad.

[24] Consistent project monitoring was an issue in the initial stages due to constraints based on the small size of the staff and the pressure to award a large number of grants. Reports are that this issue was addressed as the staff quickly compensated for the constraints. Grantees now report a high level of monitoring.

formally use these tools to produce a more focused approach towards promoting messages and better achieving the objectives.

Although the evaluation team thinks that a more systematic approach is needed, it is important to maintain some sense of flexibility. Under the current approach, the media team can be highly responsive and flexible. At times, that in itself is worthwhile. To lose that ability for the sake of a more professionalized approach does not necessarily better achieve the objectives. However, it is the opinion of the evaluation team that if they undertake more general rigor with their larger grants, the media team will be in a better position to carry out quick response activities.

2. ***Better Link Media Events with Other Sub-Office Activities:*** We believe that the overall impact of CBI can be enhanced if the media component more directly supported field office activities and strategies. We suggest a greater level of coordination between the Media and other sub-offices to ensure that media activities support their activities and vice versa.

Procurement/Logistics and Sub-Office Demands and Needs Differ

Due to time constraints and the complexity of the situation, it was difficult to examine the procurement and logistics process as it relates to the sub-offices in its entirety. A simple explanation may be that the procurement and logistics staff, the sub-offices, and the grantees all have different needs and different demands that often are not readily compatible. As a result, the various relationships and how the CBI logistics and IOM procurement respond, can be complicated and not as rapid as the field officers reportedly would like.[25]   One common complaint was that the IOM procurement process has a series of checks and clearances, which are important but not conducive to a rapid response program like CBI. What is clear is that there are some levels of problems, which have arisen due to the structure of the current system as it tries to meet the various demands.

For the most part, the system functions. CBI is seen as responsive and responding more rapidly than the vast majority of donor programs. However, at its worse, as reported by CBI staff, it is affecting the impact of CBI activities and, therefore, the CBI reputation, due to a slow-turn around time and the inability to respond rapidly. One grantee visited immediately started with complaints that they have not received the materials needed to rehabilitate the clinic. There is a signed grant agreement and local construction workers have already purchased materials. However, it will be a minimum of four months from the time of the grant agreement was signed to delivery of the remaining materials needed to undertake the project. This is provided the goods are procured and delivered immediately after the Christmas break. In the meantime, the impression of the evaluation team, for this case, is that the benefits achieved through the process of bringing diverse groups together and increasing community participation in decision making are being lost.

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[25] Procurement for CBI is done out of the IOM/Macedonia Office. It is part of the larger office in which CBI is housed. CBI has its own logistics team consisting of two full-time people.

>*Recommendation: Establish Separate Procurement and Logistics Department for CBI.*
>Although it was not possible to get a complete picture of the current logistics/procurement/AOR relations, it is clear that the current system is not adequate. This conclusion is based on the reports of CBI staff in discussing their needs versus the current procurement process. Given the number of procurements undertaken by CBI, the evaluation team recommends a separate procurement department to be housed within the project and designed to better meet the project's needs. This would give CBI more control and oversight of the procurement process and hopefully, design it in such a way to better respond to the needs of the sub-offices.

Staffing Constraints and Turnover

The level of staffing and turnover has played a key role in two of the sub-offices: the media team and Skopje sub-offices. For the media team, the office originally was designed to have a smaller staff and did not reach its current level until October of this year, one year into the project grant. This had an impact on the ability to monitor early grants as the level of grant activity did not match the original staffing pattern. Grantees noticed the difference, stating that earlier in the project, the level of monitoring was minimal compared to the current level, which was often described as "very responsive". For a grantee like the Bitola Youth Film, the effects of the lack of monitoring meant project failure as the media team did not have time to oversee the progress of the film. In the end, the project was deemed unacceptable because it inadvertently promoted negative ethnic stereotypes instead of positively portraying inter-ethnic relations.

The Skopje sub-office also suffered from staffing issues due to a high turnover in Program Officers. The office started in January of this year and is currently on its fourth Program Officer.[26]   The change in leadership has meant changes in management style, strategic approaches, and sub-office goals. Although the Macedonian staff has remained consistent, they have had to adapt to the different styles and remain flexible with each change.

>*Recommendations:*
>*Provide a Separate Office for the Skopje Sub-Office:* This has been discussed with IOM, and the understanding of the evaluation team is that it is under consideration. We would like to support this move, as we think it will improve morale and provide the sub-office with an identity more directly related with CBI and less with headquarters.

Monitoring but Not Measuring or Consistently Documenting the Impact

Earlier this year, there was an attempt to set up a monitoring and evaluation system. The system was not implemented, as it was considered too cumbersome for a short-term, quick response project. Since then, there have been some additional attempts and there are plans for the new year. As a result, sub-offices are monitoring their work but not measuring or documenting the results.

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[26] One Program Officer was temporary to fill the gap between the first PO and the permanent replacement. He was acting Program Officer for two weeks.

Because information is lacking, it is difficult to tell the extent to which CBI is having an impact. There is anecdotal evidence, and judgments can be made based on conversations with the grantees. However, the information is still very limited to perceptions of CBI staff and the grantees. There is no structure to compare perceptions or resources devoted to monitoring and evaluation.

The evaluation team introduced several tools in an attempt to more quantifiably measure CBI's impact according to objective for each grantee as well as try to establish a broader view of CBI's impact. The results from these tools varied. There were cases where the sub-offices reported that the grantee had zero level of inter-ethnic interaction before the project and now have a level of five, the highest, after the project. Conversations with the grantees indicated that they have had a long history of inter-ethnic interaction and this is one of many multi-ethnic activities.

The reason for the obvious inflation is unknown. However, if such perceptions remain and are the basis for programmatic decisions, this raises several questions regarding the extent to which sub-offices are in tune with their grantees, the objectives, and CBI's overall goal. Even a very basic plan to measure and evaluate impact could help keep the sub-offices more grounded.

- **Impact Presumed:**
    Part of the problem with not having a method for measuring and documenting results is it allows for an attitude of presumed impact. For example, if diverse groups are brought together and communities participate in decision making, the presumption is that this will have a positive effect and therefore, lessen tensions and mitigate conflict. Certainly, in the majority of CBI activities, this appears to be the case. However, the statement by itself is not an absolute.

    What is not apparent in the current structure is a formal way to gauge the effect of CBI's interaction with local communities. It appears that for most sub offices, they use their well-honed intuition and informal feedback from the monitoring. However, this is dependent on the skill and awareness level of the sub-office staff.

    Recommendation: Institute a Monitoring and Evaluation Plan.
    The evaluation team recommends that CBI go forth as soon as possible with its plans to institute a monitoring and evaluation plan. We would like to stress that given the work load of the sub-offices, the plan should be something very simple to implement, which captures certain key basics such as the level of continued community participation and inter-ethnic interaction. An example can be to use the questionnaire designed for this evaluation, refine the definitions of 1 through 5, and use it as a simple tool to measure a community's status at the very beginning, at the time of the grant approval, at the completion of grant implementation, and perhaps, six months later. Another alternative is to hire someone to measure and document results. This will allow for more rigorous monitoring and evaluation while relieving the burden on the sub-offices.

IV.   CONCLUSIONS

CBI is a dynamic and rich program that is achieving results, as discussed above. As it enters its second year, CBI also has the potential to achieve more substantial impact, particularly if it addresses the issues and recommendations discussed, which would help to better define and focus the program. Our overall recommendation is as follows:

USAID should consider the possibility of extending the activities and approaches modeled in CBI. Macedonia is still in a state of transition. The decentralization process, which is a key development, will continue over the coming years. The activities and approaches found in CBI are empowering local communities, and in some cases, developing better relations between the community and local government. These are all key aspects in preparing Macedonia for decentralization. The evaluation team recommends that the "exit" for these types of activities be more closely linked with the progress of decentralization to minimize gaps in progress. This could possibly mean extending CBI past the FY'03 deadline until the decentralization process is better established.

The team further recommends the following for the final evaluation:

▪ **An Expanded Scope of Work for the Final Evaluation:** To better answer questions of the overall impact of CBI's work in Macedonia, we recommend that the final evaluation take a broader look at the program and look at all functions that contribute to the project's impact. This will obviously require more time with the sub-offices and grantees but also conversations with beneficiaries in the community not as closely linked to the process to get their perspective as well. Such actions can help to bring a sense of balance as a variety of viewpoints will be collected.

▪ **Visit Grantees a Year Later:** We also recommend that the final evaluation team visit grantees whose projects are now ending to see the degree to which there is any sustained impact over the coming year.

▪ **Continue to Measure the Current Grantees Interviewed:** For the final evaluation, the team may want to look at the same grantees interviewed in this evaluation, as a sub-set of their pool. As we have collected information on the current grantees interviewed, the final evaluation team can use this as a baseline of sorts to see what changes have occurred during the several months in between.

ANNEXES

Annex 1. Biographical Information for Evaluation Team Members

Julie Nenon, CAII – Team Leader
Julie Nenon is a Management Associate at CAII with more than fourteen years of experience in the field of international development. She brings several areas of expertise: monitoring and evaluation; program management; conflict transformation; training design, with emphasis on conflict prevention trainings in war-affected countries; training and facilitation; and community mobilization. Her previous OTI evaluation experience includes the final evaluation of the Sierra Leone Youth Reintegration Training and Education for Peace Program. Among her other experiences, she served for three years as the Chief of Party of a conflict resolution program in Angola. Ms. Nenon holds a MA in International Development with a focus on community development.

Jeanne Moulton, GroundWork
Jeanne Moulton, an education research and evaluation specialist for GroundWork, has almost forty years of experience primarily in education and health focusing on research, project design, evaluation, and training. Dr. Moulton has authored numerous publications on education, the most recent of which is entitled, *Paradigm Lost? Implementing Basic Education Reforms in Africa*. For the past ten years, she has worked as a consultant on education. Before that, Ms. Moulton worked domestically as a Senior Associate for Applied Communication Technology and as a Cable Communication Coordinator for the City of Palo Alto. She also worked as an Education Specialist for USAID, a Peace Corps trainer in Afghanistan, and a Peace Corps volunteer in Turkey. Dr. Moulton has a Ph.D. in Education.

Petar Atanasov, *Macedonian Member of the Evaluation Team*
Petar Atanasov is currently engaged with the Institute for Sociological, Political and Juridical Research, Center for Ethnic and Security Issues in Skopje. As a sociologist, his areas of interest include ethnic issues and multiculturalism, but he also is writing about security issues and ethnic conflicts. He has published a series of articles in the above-stated areas. He also works as a consultant conducting assessments and evaluations on multiculturalism, conflict, and peace issues. Previously, Dr. Atanasov has worked as a TV journalist and as staff member in the public relations department in the Ministry of Defense. Dr. Atanasov has a Ph.D. in Sociological Sciences.

Biljana Bejkova, *Macedonian Member of the Evaluation Team*
Biljana Bejkova is a journalist currently working as the Program Director for an independent gender and media project. She also works as a consultant conducting trainings, assessments, and evaluations in the area of conflict, gender, and media. Previously, Ms. Bejkova worked at the Institute "Euro-Balkans" as the Program Director, at the Center for Urban and Media Action of Macedonia as a Coordinator on gender, media, and NGO issues, and at the Search for Common Ground and AMARC, where she was the coordinator for the women's network for East and Central Europe. She also has worked more than 14 years for different Macedonia media organizations. Ms. Bejkova studied political science at Ljubljana (Slovenia) and Skopje (MKD) University.

Annex 2. Data Collection Instruments

Interview Guides

1. INTERVIEW GUIDE #1: FIELD OFFICE STAFF
2. INTERVIEW GUIDE #2: GRANTEES
3. INTERVIEW GUIDE #3: OTI AND CBI STAFF

Other Data Collection Tools

1. DATA COLLECTION TOOL #1: STAFF PERCEPTIONS
2. DATA COLLECTION TOOL #2: INDICATOR MATRIX
3. DATA COLLECTION TOOL #3: STRATEGIC LINKS
4. DATA COLLECTION TOOL #4: PROGRESS GRAPH

INTERVIEW GUIDE #1: FIELD OFFICE STAFF

The process

Describe the <u>process</u> of engaging communities in planning and implementing grant projects.
    How did this process differ from how you used to plan and do activities?
    In what ways was the process better and in what ways worse?
    To what extent is community sensitization part of the process?
    What elements of the process are firm, and what elements vary from one community to another?

Achievement of objectives

What has the grant <u>achieved</u> (What were the <u>results</u>?) in terms of project objectives? **Give evidence.**
    Has it …..?
    Increased participation in decision-making?
    Made government more responsive?
    Given you better access to information?

Achievements of goals
What are your assumptions about the links between the objectives and the goal? ("Because…" statements on objectives in terms of goal) How do you measure impact at the goal level? What evidence is there that progress toward objectives is leading to progress toward the goal?
AOR strategy
How do you define "community" (for project purposes)? What are the AOR objectives? How do these relate strategically to the four CBI objectives? If grants are not categorized in terms of the four CBI objectives, how do you track progress toward those objectives? How did you define "successful" and "failing" grants? How do you monitor progress and use experience to make decisions on future activities? How do you determine how many grants to give? What criteria do you use for selecting a project? When a grant is completed, is your assumption that the activity itself introduces lasting inter-group behavior? What do you expect to be sustained? How important is a "critical mass"? as opposed to "short and deep"? What is the value of a large number of projects? Are there differences in the process and/or results between NGOs and CBUs?

Evolution of the project strategy

Describe how your strategy has evolved over the course of the project.
How are decisions made about modifying the strategic framework? (input from communities? Input from OTI/IOM staff)
How are communities involved in developing and modifying the framework?
How do you identify new "conflict triggers"?
How do you prioritize objectives?
How do you prioritize activities (given limited resources)?
Why is the project moving in these new directions?
    ▪ Linking/ networking grantees and communities
    ▪ Opposing corruption
    ▪ Gender: (Does this mean only "more participation of women"?
    ▪ Other
 	
Alternative project strategies:
    ▪ What conflict mitigation strategies are used by other USAID projects, and what is the evidence of their success?
    ▪ Have you considered other approaches to conflict mitigation, such as teaching communities (building capacity), mediation, negotiation, conflict resolution, relating to local government, other tools?

Project management
Are there any significant constraints of your management system on achieving your objectives? Are there any significant benefits of your management system on achieving your objectives? How do field offices coordinate with the media office? How are targets set for number of grants or amount of $ per quarter/year?
Media
Media: Are you trying to change the way the media works (training journalists, etc.) Go beyond feeding stories?

INTERVIEW GUIDE #2: GRANTEES AND BENEFICIARIES

Sub-Office:_____ Grantee ID:_____ Grantee:_____

1. **Planning**
- How did you find out about the CBI project?
- How did the idea for your project emerge?
- How much did the idea changed during the planning process?
- What kind of technical assistance did you get from CBI?
- How did the planning process differ from how you used to plan and do activities?
- In what ways was the process better and in what ways worse?

2. **Activities**
- How were the activities implemented?
- Who were the participants in the project?
- Did you face any obstacles during the implementation process?
- How much did the plan change during the implementation process?
- Are you satisfied with the implementation process?
- Did the project affected lives of men and women in different ways?

3. **Objectives**
- What were your objectives for this project?
- Did you manage to achieve them?
- Did the project increase the interaction/cooperation among the community members? [Evidence]
- Did the process allow more people to participate in making decisions? [Evidence]
- In what ways did local government cooperate with citizens? [Evidence]
- Did the project give you better access to information? [Evidence]
- Do you think you are well informed about the community (national) issues?
- Do different community groups have different access to information?
- Do the women and men have equal access to information and to the decision making processes in your community?
- Did the project help increase your access to information from government and others? [Evidence]

4. **Goal**
- What was the situation in your community before last year's conflict took place?
- What did the conflict change in your community?
- How do you perceive the Framework Agreement?
- What are the benefits of the Agreement for your community?
- Has the project eased tensions and mitigated conflict in your community?

5. **Evaluation**
- What priority problems in your community are not resolved yet?
- Will this experience help you to initiate new projects?
  - Will it help you join a network of communities facing common problems?

INTERVIEW GUIDE #3: OTI AND IOM STAFF

Informant:

The process
Describe the <u>process</u> of engaging communities in planning and implementing grant projects.   What elements of the process are firm, and what elements vary from one community to another?
Achievements of goals
What are your assumptions about the links between the objectives and the goal? ("Because…" statements on objectives in terms of goal) What evidence is there that progress toward objectives is leading to progress toward the goal? (CBI celebration video, documentaries, other, plus periodic reports)
AOR strategy
How do you define "community" (for project purposes)? How do you monitor progress and use experience to make decisions on future activities? How do you determine how many grants to give? What criteria do you use for approving a project? When a grant is completed, is your assumption that the activity itself introduces lasting inter-group behavior? What do you expect to be sustained? How important is a "critical mass"? as opposed to "short and deep"? What is the value of a large number of projects? Are there differences in the process and/or results between NGOs and CBUs?
Evolution of the project strategy
Describe how your strategy has evolved over the course of the project. How are decisions made about modifying the strategic framework? (input from communities? Input from OTI/IOM staff) How do you identify new "conflict triggers"? Why is the project moving in these <u>new directions</u>?   - Linking/ networking grantees and communities   - Opposing corruption   - Gender: (Does this mean only "more participation of women"?   - Other   **Alternative project strategies**:   - What conflict mitigation strategies are used by other USAID projects, and what is the evidence of their success?   Have you considered other approaches to conflict mitigation, such as teaching communities (building capacity), mediation, negotiation, conflict resolution, relating to local government, other tools?
Project management
Are there any significant <u>constraints</u> of your management system on achieving your objectives? Are there any significant <u>benefits</u> of your management system on achieving your objectives? How do field offices coordinate with the media office? How are targets set for number of grants or amount of $ per quarter/year?

DATA COLLECTION TOOL #1: STAFF PERCEPTIONS

Field Office:_____ Grantee ID_____Grantee_____

Rate each completed grant activity (process) in terms of its effectiveness in moving toward each *relevant* project objective.

       0 = lowest   5 = highest.

Objectives:

1. Has the project supported positive, community-based interaction among diverse groups of people?

    Level of positive interaction among diverse groups:

Before the project:	0	1	2	3	4	5
After the project:	0	1	2	3	4	5

    Evidence:

2. Has the project supported citizen participation in community decision-making?

    Level of citizen participation in decision-making:

Before the project:	0	1	2	3	4	5
After the project:	0	1	2	3	4	5

    Evidence:

3. Has the project fostered transparency, responsiveness and accountability in the relationship between citizens and local government?

    Level of responsiveness, transparency, accountability.:

Before the project:	0	1	2	3	4	5
After the project:	0	1	2	3	4	5

    Evidence:

4. Has the project increased citizen access to balanced information and diverse points of view?

    Level of access to information and viewpoints:

Before the project:	0	1	2	3	4	5
After the project:	0	1	2	3	4	5

    Evidence:

DATA COLLECTION TOOL #2: INDICATOR MATRIX

#	Grantee	Sense of pride	Sense of efficacy (built confidence) in their ability to get things done	Demonstrated the possibility of progress	Committed CBU to undertaking a second project	Raised credibility of local gov't.	Created friendships among ethnically diverse people
BT007	Zabeni Village Water System	1	1	1	1		
BT040	Resen Community Center Rehabilitation	1	1	1	1	1	
KN012	Grdovci Primary School Rehabilitation	1				1	
KN029	Goce Delcev Primary School Rehabilitation			1			
KN041	Ljubodrag Water Supply System Rehabilitation		1			1	
KN043	Rehabilitation of Naim Frasheri Elementary School				1		
KV001	Sande Sterjovski Primary School Rehabilitation				-1		
KV008	Zajas Municipal Sports Field					1	
KV028	Kicevo All Stars Youth Sports Tournament	1			1		1
KV029	Jagol Primary School Renovation		1				
ME007	Duel - An Aid Song for Disability	1					
ME019	Multiethnic Film by Bitola Youth						
ME038	Increasing Voters Access to Information in Eastern Macedonia		1	1	1		
ME058	Organizations and Neighborhoods Bilingual Series on Radio Life	1	1	1			
SK001	Arachino school sports field						
SK007	Multi-Ethnic Rural Health Training	1					
SK014	Rehabilitation of the Volkovo and Nikistane Village Schools	1	1				
SK020	Dracevo Health Clinic Renovation						
TE010	Dzepciste Multiethnic Municipality Sidewalk & Busstops	1					
TE017	Interethnic Cultural Exchanges among women						
TE056	Association for Retired People Building Rehabiliation						
TE057	Multiethnic Young Women's Health Campaign		1				
TE089	Neprosteno River Ecology Project	1	1			-1	
TOTAL		10	9	5	4	3	1

#	Grantee	Strengthened confidence in the institution	Attracted others to join the organization	Increased confidence in ability to work with other social groups	Learned project management skills	Energize the community	Turned negative energy into positive energy	Learned patience and perseverance ("step by step")
BT007	Zabeni Village Water System					1		
BT040	Resen Community Center Rehabilitation					1		
KN012	Grdovci Primary School Rehabilitation			1			1	1
KN029	Goce Delcev Primary School Rehabilitation					1		
KN041	Ljubodrag Water Supply System Rehabilitation		1	1			1	
KN043	Rehabilitation of Naim Frasheri Elementary School	1						1
KV001	Sande Sterjovski Primary School Rehabilitation	1						
KV008	Zajas Municipal Sports Field							
KV028	Kicevo All Stars Youth Sports Tournament		1	1	1			1
KV029	Jagol Primary School Renovation							
ME007	Duel - An Aid Song for Disability							
ME019	Multiethnic Film by Bitola Youth							
ME038	Increasing Voters Access to Information in Eastern Macedonia		1		1			
ME058	Organizations and Neighborhoods Bilingual Series on Radio Life	1	1					
SK001	Arachino school sports field							
SK007	Multi-Ethnic Rural Health Training	1			1	1		
SK014	Rehabilitation of the Volkovo and Nikistane Village Schools							
SK020	Dracevo Health Clinic Renovation							
TE010	Dzepciste Multiethnic Municipality Sidewalk & Busstops				1			
TE017	Interethnic Cultural Exchanges among women							
TE056	Association for Retired People Building Rehabiliation							
TE057	Multiethnic Young Women's Health Campaign				1			
TE089	Neprosteno River Ecology Project			1			1	
TOTAL		4	4	4	5	4	3	3

#	Grantee	Took initiative	Broke the ice between fearful groups	Learned democratic, inclusive processes	Shared different points of view
BT007	Zabeni Village Water System	1			
BT040	Resen Community Center Rehabilitation	1			
KN012	Grdovci Primary School Rehabilitation		1		1
KN029	Goce Delcev Primary School Rehabilitation		1		1
KN041	Ljubodrag Water Supply System Rehabilitation	1		1	
KN043	Rehabilitation of Naim Frasheri Elementary School		1		
KV001	Sande Sterjovski Primary School Rehabilitation				
KV008	Zajas Municipal Sports Field				
KV028	Kicevo All Stars Youth Sports Tournament				
KV029	Jagol Primary School Renovation		1		
ME007	Duel - An Aid Song for Disability				
ME019	Multiethnic Film by Bitola Youth				
ME038	Increasing Voters Access to Information in Eastern Macedonia	1			
ME058	Organizations and Neighborhoods Bilingual Series on Radio Life	1			
SK001	Arachino school sports field				
SK007	Multi-Ethnic Rural Health Training				
SK014	Rehabilitation of the Volkovo and Nikistane Village Schools				
SK020	Dracevo Health Clinic Renovation				
TE010	Dzepciste Multiethnic Municipality Sidewalk & Busstops	1		1	
TE017	Interethnic Cultural Exchanges among women		1		
TE056	Association for Retired People Building Rehabiliation				1
TE057	Multiethnic Young Women's Health Campaign				
TE089	Neprosteno River Ecology Project				

DATA COLLECTION TOOL #3: STRATEGIC LINKS

CBI's overall **goal** is to mitigate political and ethnic tensions during implementation of the Framework Agreement.

For each CBI **objective**, complete the phrase, "because…" with a statement that gives a rationale for the objective in terms of the goal:

5.   To support positive, community-based interaction among diverse groups of people, because…

6.   To promote citizen participation in community decision-making, because…

7.   To foster transparency, responsiveness and accountability in the relationship between citizens and local government, because…

8.   To increase citizen access to balanced information and diverse points of view, because…
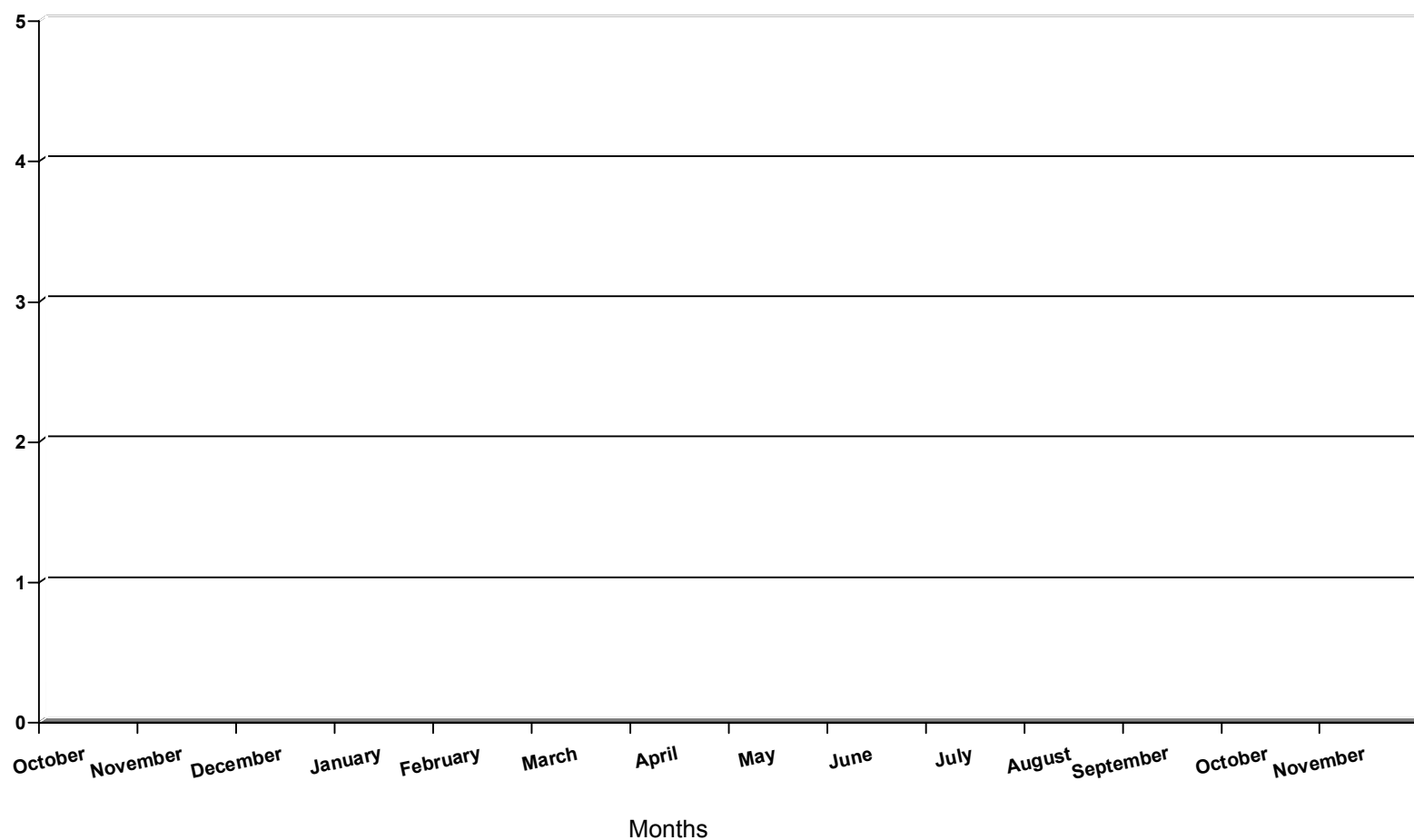
DATA COLLECTION TOOL #4: PROGRESS GRAPH

Objective 1:   Support positive, community-based interaction among diverse groups of people
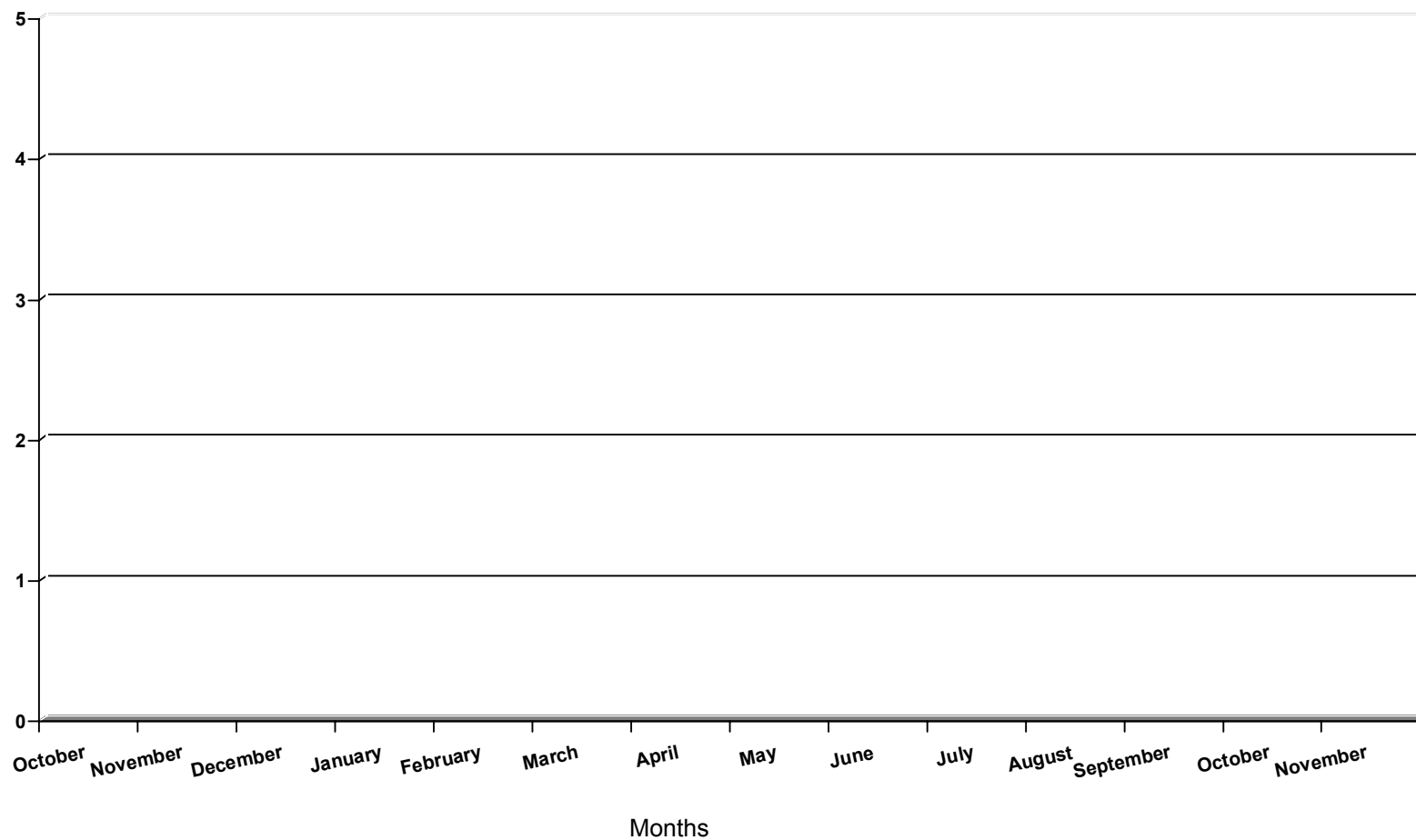
Level of Interaction

Months
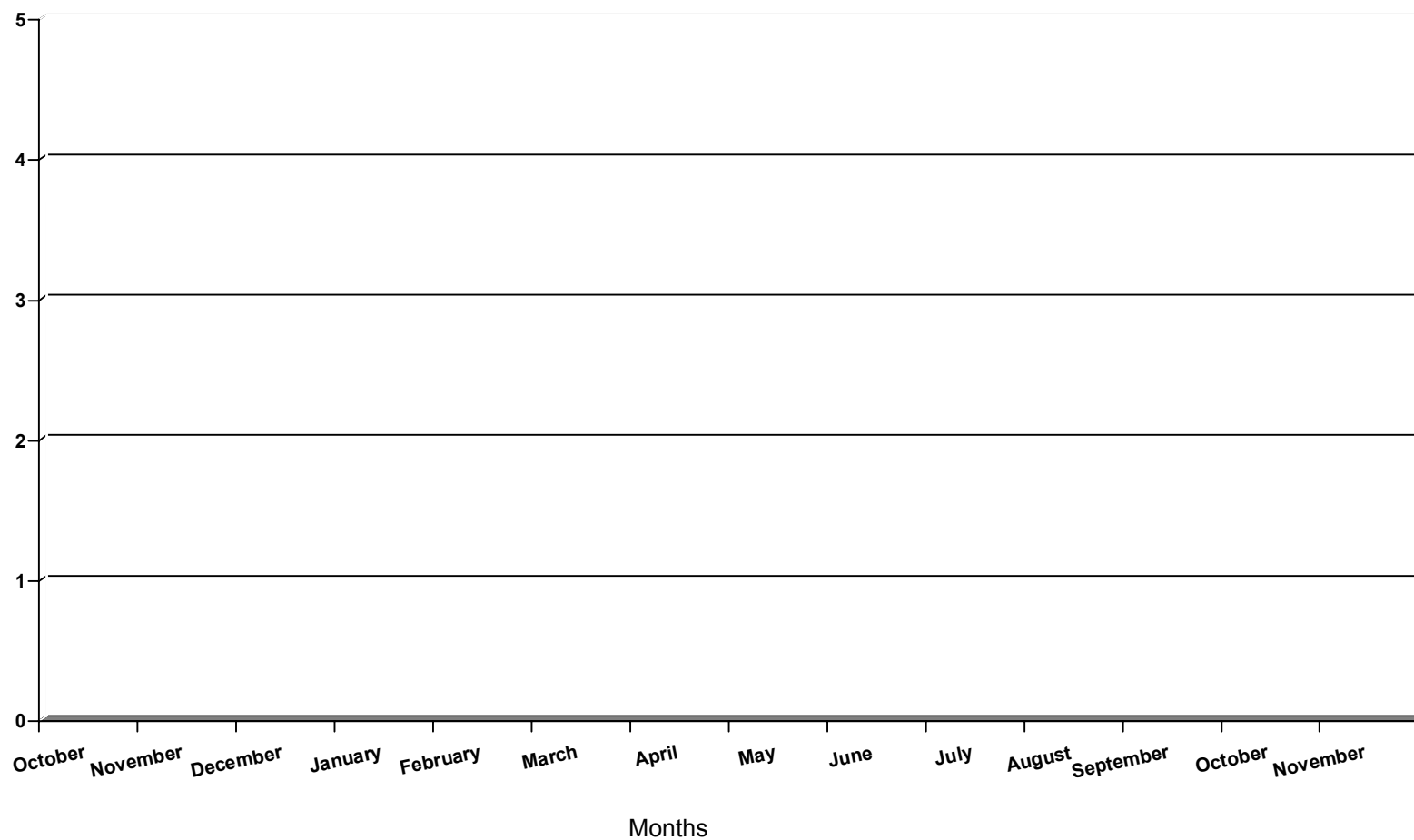
Objective 2:   Promote citizen participation in community decision making

Level of Participation

Months

Objective 3: Foster transparency, responsiveness, and accountability in the relationship between citizens and local government
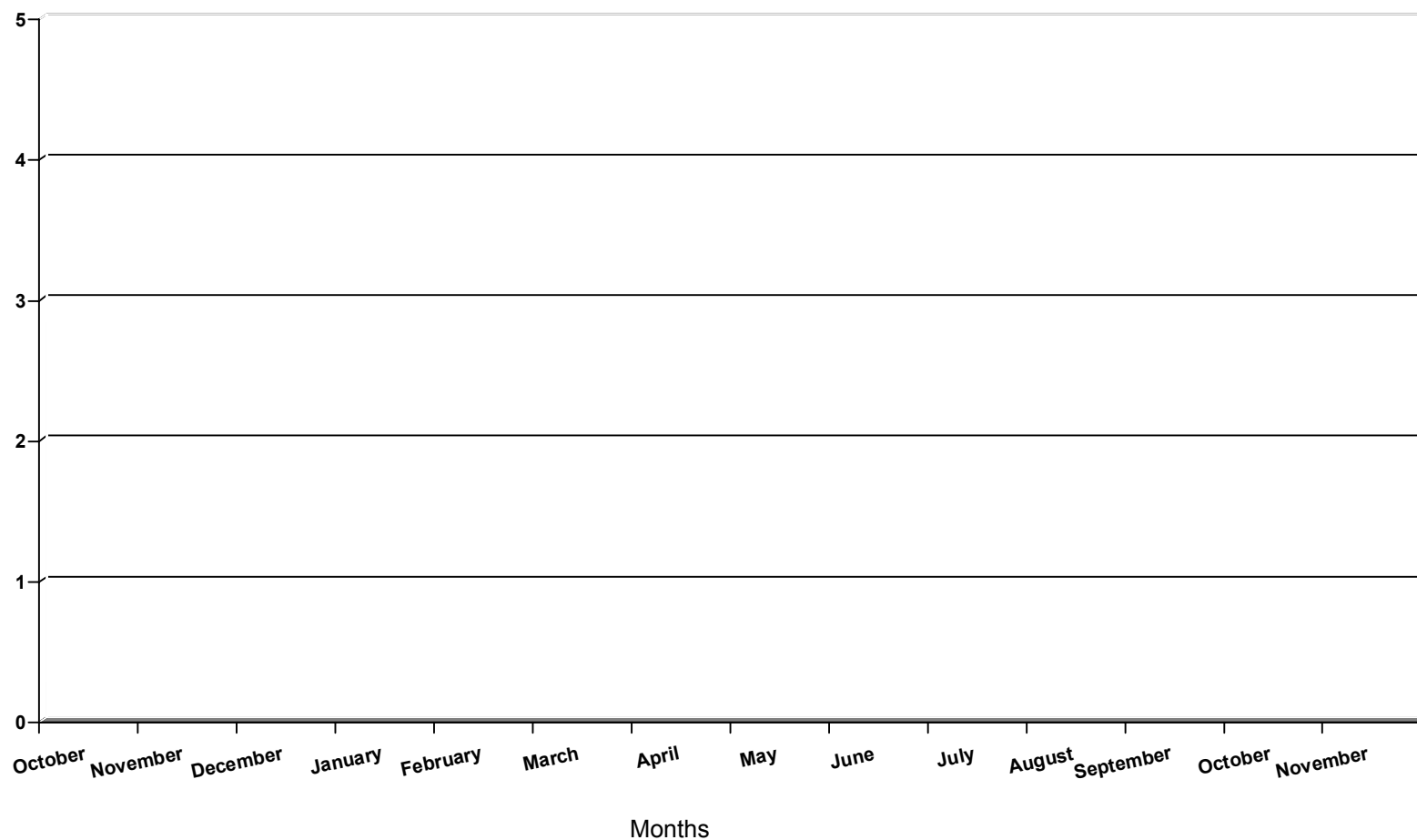
Level of Transparency,
Responsiveness, Accountability

Months

Objective 4: Increase citizen's access to balanced information and diverse points of view

Level of Access

Months

Annex 3. CBI Staff's Descriptions of Strategic/Logical Links Between the Project Goal and Objectives

Support positive community-based interaction among diverse groups of people, because	*Promote citizen participation in community decision-making, because*	*Foster transparency, responsiveness and accountability in the relationship between citizens and local government, because*	*Increase citizen access to balanced information and diverse points of view, because*
…there is a need for facilitation of interaction among the ethnic and political groups involved in instigating and sustaining conflict; understanding of and tolerance for diversity is an essential piece of democratic society; and interaction among diverse groups that has concrete, positive outcomes provides positive reinforcement that diversity and tolerance are desirable and productive.	…participation requires transparency, acceptance of personal responsibility and liability for decision-making and promotes understanding of the processes of decision-making; and citizen capacity for decision-making is needed for decentralization of governance, including budgeting, to be successful.	…the lack of transparency, etc. in existing relationships has contributed to an environment in which tensions continue to be fuelled by (1) perceptions that local government serves themselves and their central paymasters rather than citizens and (2) apathy and attitudes that citizens don't have to be responsible for improving and maintaining their communities because that is government's responsibility.	…this helps prevent misconceptions, miscommunication, and action or reactions based on rumors, which can be sources of political and ethnic tensions; informed citizens are better equipped to participated in battling misperceptions and more likely to engage in peaceful dialogue directed toward problem solving.
… the conflict prior to the signing of the F.A. within Macedonia was created and perpetuated by a small group of elites who have had disproportionate amounts of power and control.	… a related source of conflict prior to the F.A. had involved centralized power based decision making removed from the input of the people those decisions affected. The support of community decision making processes has worked to prepare Macedonians for the devolution of power that under the F.A. enables local communities to address local problems.	… as an extension of the above two points, formalized governmental decentralization is a mechanism to ensure a redistribution of the country's power base. The promotion of accountability in local government and citizen responsibility in that relationship is basic to the democratic process and provides communities with a mechanism to work through problems fairly and productively.	… the limited access citizens had to information, incendiary nature and one-sided reporting of the media in the Winter and Spring of 2001 fed and fomented the conflict. In order to prevent and mitigate conflict during the transition marked by the implementation of the F.A., Macedonia's citizens must have access to multiple sources of information representing a spectrum of possible realities in order to make more informed choices.
…it makes cross-representative reflection of the community to become possible, which is important for the majority of the community members to vote their opinions and to balance their perceptions and the attitudes among them. Community-based interaction is also a tool that indicates how to direct human and material resources into pro-active community actions.	…the linkage between citizens and the authorities needs more inclusive citizenship. It is either that authorities are not well [?] with the respective community issues or the system of prioritization does not equal t the communities system.	…citizens are not well familiarized with the responsibilities of their officials or their needs and requests might occur not being addressed or even raised. Transparency in the relationship between the citizens and the local government sometimes fails to maintain the level of democracy.	There are distorted perceptions of the reality among the citizens, which in most cases is related to the messages sent by different media. Assisting in provision of balanced information and the possibility of different points of view is individual and collective right of the citizens.

Annex 4. List of People Interviewed

1. OTI Washington
David Taylor, Director
Greg Gottlieb, Deputy Director
Jason Aplon
Eleanor Bedford
Rob Jenkins
Carlisle Levine
Cressida Skote

2. OTI/Macedonia
Nives Mattich, Country Director
Christa Skerry, Deputy Director

3. CBI/IOM
Peter Collier, Program Manager
Katrin Eun-Myo Park, Information/Finance Officer
Deniz Isa, Database/Administrative Assistant
Vladimir Maslarou, COS Assistant (IOM)
Elena Todova, Logistical Assistant
Vladimir Gjorgjiev, Senior Logistical Assistant

Media Team
Sally Broughton, Media Officer
Elena Bonevska, Administrative/Finance Assistant
Vanja Mirkovski, Media Assistant
Vladimir Krstevski

Kicevo AOR
Michael Gabriel, Program Officer
Tase Dimitrieski, Program Assistant
Mile Nedevski, Technical Assistant
Nancy Nuredinoska, Administrative/Finance/Program Assistant

Skopje AOR
Theresa Obradovich, Program Officer
Konstantin Manu, Technical Assistant
Maja Suslevska, Program Assistant
Orhan Demirovski, Administrative/Finance Assistant

Tetevo AOR
John Storey, Program Manager
Besnik Xheladini, Program Assistant
Ivona Zakoska, Admin/Finance/Program Asst.

Natasa Apostoloska, Technical Assistant
Tihomir Danajloski, Driver/Security
Myqerem Shatku, Program Assistant

Bitola AOR
Leanne Bayer, Program Officer
Zoran Tatarcevski, Program Assistant
Sasha Ristevski, Technical Assistant

Kocani AOR
Shannon Martinez, Program Manager
Kliment Stoilov, Program Assistant
Zlatko Filipovski, Admin/Finance/Program Asst.
Teodor Aleksov, Technical Assistant

4. **USAID and USAID Funded Activities**
   Bob Resseguie, USAID Program Officer
   Sladjana Srbinoska, USAID Project Advisor
   Paul Parks, Director, Institute for Sustainable Communities
   William Althaus, Local Government Reform Project
   Larry Birch, Local Government Reform Project

5. **Key Informants**
   Vladamir Milcin, Executive Director, Foundation Open Society Institute – Macedonia
   Roberto Belichanec, Media Development Center
   Veton Latif, Political Analyst/Part-time with the Institute for War and Peace Reporting
   Irfan Sinani, Village Elder for Morano Village

6. **Grantees**

   Media
   Polio Plus
   Zvonko Savreski, President
   Dusko Hristov, Executive Secretary
   Christina Dickinson, Project Manager

   Pro Arts/Documentary on Coexistence
   Branislav Gjorchevski, Producer

   Radio Life
   Kreshnik Ajdini, Manager

   Consortium of Newspapers and Distributors
   Erol Rizaov, Executive Manager, "Utrinski Vesnik"
   Vlado Bogoev, Executive Manager, "Dnevnik"
   Bojan Icurovski, Distribution, "Dnevnik"

Ruse Nelkovski, Distribution, "Dnevnik"
Rashit Azemi, Manager, "Fakti"
Raim Shakiri, Distribution, "Fakti"
Doncho Mirchev, Distribution, "Vest"
Dancho Gligorovski, Distribution Agency "Mozaik"

D.S. "Oskar" Bitola (Film)
Omer Zerirovski, Scriptwriter and Director

Kicevo
Director of Sande Sterjovkski Primary School
Mayor of Zajas
Director, Initiative Board, and some teachers of Jagol Primary School
Organizers of the Kicevo All Star Youth Sports Tournament

Tetovo

Mayor, Dzepciste municipality
President, Forum for Albanian Women
Members, Forum for Albanian Women
President, Organization of Women in Tetovo
Members, Organization of Women in Tetovo
President, Association for Retired People of Tetovo
Members of Executive Board, Association for Retired People of Tetovo
Members, Association for Retired People of Tetovo
President, Shpresa (young women's service organization)
Members, Shpresa
CBU members, Neprosteno River Ecology Project
Community members, Neprosteno

Skopje

American Red Cross
Nancy Campbell, Regional Finance Delegate
Karolina Zolraveska, Program Coordinator

Volkovo and Nikistane Village Schools
Misho Kolev, School Manager
Bojan Illkovski, School Secretary
Naser Krueziu, Teacher, School in Nikashtani Village
Slavica Dimic, Teacher
Gordana Nestorovska, Psychologist

Dracevo Health Clinic
Paraskeva Chonevska, Doctor and Manager of the Health Clinic
Jovanche Bozinovski, Construction Worker
Illija Dolgovski, Dentisit
Angele Trajkovski, Principal of the Dracevo High School and Counselor
Boris Babunski, Construction Worker

Aracinovo Primary School
Dzeladin Alini, School Principal
Rafik Saliu, Teacher
Lazim Rexhepi, Counselor
Naim Ajdari, Teacher
Imer Sulejmani, Teacher
Gali Avdul, Teacher
Refet Qazimi, Teacher
Nshat Azani, Teacher
Kastrati Arlinda, Teacher
Diana Shahsivazi, Teacher
Zvezda Nikolovska, Teacher
Suzana Stojanovska, Teacher
Iskra Grasheska, Teacher
Fatime Ajdari, Teacher
Agim Saiti, Teacher
Gazi Ramani, Teacher
Rexhep Bojram, Teacher

Bitola

Zabeni Village Water System
Ilche Markovski, President of the Zebeni Municipality
Elmazi Nemedin, Counselor in Bistrica Municipality
Veton Tairovski, Farmer
Vera Markovska, Community Member
Ibreta Emlazovska, Community Member
Dzevat Tairovski, Farmer
Bekim Besimovski, Farmer
Lefterije Tairovski, Community Member
Mentorije Huseinovska, Community Member
Xhevrie Tairi, Community Member

Resen Municipality
Kire Kitevski, City Council Secretary
Kire Stojanovski, City Council Member
Nasip Bekiri, City Council Member
Nehry Sulejman, City Council Member
Ivan Tabakovski, City Council President

Kocani

Director, Grdovci Primary School
Members of CBU, Grdovci Primary School
Member of local council, Grodovci
Teachers at Grdovci Primary School
Members of Parents Association, Grdovci Primary School

Director, Goce Delcev Primary School
Members of CBU, Goce Delcev Primary School
Teachers at Goce Delcev Primary School
Members of Parents Association, Goce Delcev Primary School

President of Local Council, Ljubodrag village
Vice President of Local Council, Ljubodrag village
Secretary of Local Council, Ljubodrag village
Eight members of CBU, Ljubodrag village

Director, Naim Frasheri Elementary School
Members of CBU, Naim Frasheri Primary School
Teachers at Naim Frasheri Primary School
Members of Parents Association, Naim Frasheri Primary School

Annex 5. Documents Reviewed

Guide to Program Options in Conflict-Prone Settings
USAID/Office of Transition Initiatives

Macedonia's Public Secret: How Corruption Drags the Country Down
International Crisis Group
14 August 2002

Moving Macedonia Toward Self-Sufficiency: A New Security Approach for NATO and the EU
International Crisis Group
15 November 2002

Macedonia Assessment Team: Assessment and Recommendations
USAID
April 11, 2001
Carl Mabbs-Zeno, E&E/OM/OD
Kirpatrick J. Day, BHR/OTI/Kosovo
Thomas W. Stukel, BHR/OTI/Washington

USAID/OTI-IOM
Macedonia Confidence-Building Initiative: Measuring Community-based Conflict
Report on the Workshop on performance Monitoring, Evaluation, and Reporting &
Performance Monitoring, Evaluation, and Reporting Plan
Associates in Rural Development
June 2002

The Macedonia Framework Document and European Standards
Commentary by Nicholas Whyte
CEPS Europa South-East Monitor
Issue 26, August 2001

Macedonia, Not Out of the Woods Yet: U.S. Support Still Needed
U.S. Institute of Peace Newsbyte
October 29, 2002

Ohrid Framework Agreement

Citizens Platform for Peace and Stability
Foundation Open Society Institute – Macedonnia
September 2002

CBI Weekly Reports for Skopje, Kocani, Kicevo, Tetevo, Bitola, and Media

CBI AOR Draft Strategy Reports for Skopje, Kocani, Kicevo, Tetevo, Bitola, and Media

Confidence Building Initiative Grant Agreement and Award documents for selected grantees for Skopje, Kocani, Kicevo, Tetevo, Bitola, and Media